




# PROGRESS REPORT FROM YOUR GOVERNMENT

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## **PROGRESS REPORT TO YOU**

**This report to the people of Saskatchewan gives a factual account of specific things your government has done during the past few years.**

**It is issued to meet a growing demand for a comprehensive review of programs and achievements, a demand that has probably arisen from the difficulty the individual faces in piecing together a complete picture of government activity from the isolated and often unrelated news stories in the press and on the air, and from other reports on specific aspects of the government's program.**

**Governments everywhere have become extremely complex. It is almost impossible to understand fully their activity unless reports are published from time to time setting out specific things that have been done and relating them to over-all plans and objectives. The American Commission on Freedom of the Press, after an exhaustive study of the "media of mass communication"—mainly press and radio—recommended recently that "the government, through the media of mass communication, inform the public of the facts with respect to its policies and of the purposes underlying those policies and that, to the extent that private agencies of mass communication are unable or unwill-**



ing to supply such media to the government, the government itself may employ media of its own." Everyone, of course, remains free to criticise, analyse, and otherwise comment on such reports.

A truly democratic government will willingly report on its stewardship. A disinclination to do so would seem to indicate either that it has accomplished nothing or that it is unwilling to take the people it represents into its confidence.

It should perhaps be pointed out that a majority of the items presented here might very well be expanded considerably to give a true picture of their importance and of the administrative effort required to put them into effect. The Hospitalization Plan, for example, is here summarized in a few lines. To put it into effect required months of intense study, and more months of day-and-night effort on the part of a large staff to create smooth-working administrative machinery.

The reader of the following pages will understand, therefore, something of the strenuous efforts on the part of the government and its employees and the fine and generous co-operation on the part of the Saskatchewan people that were required for these accomplishments.

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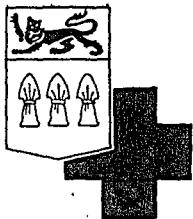
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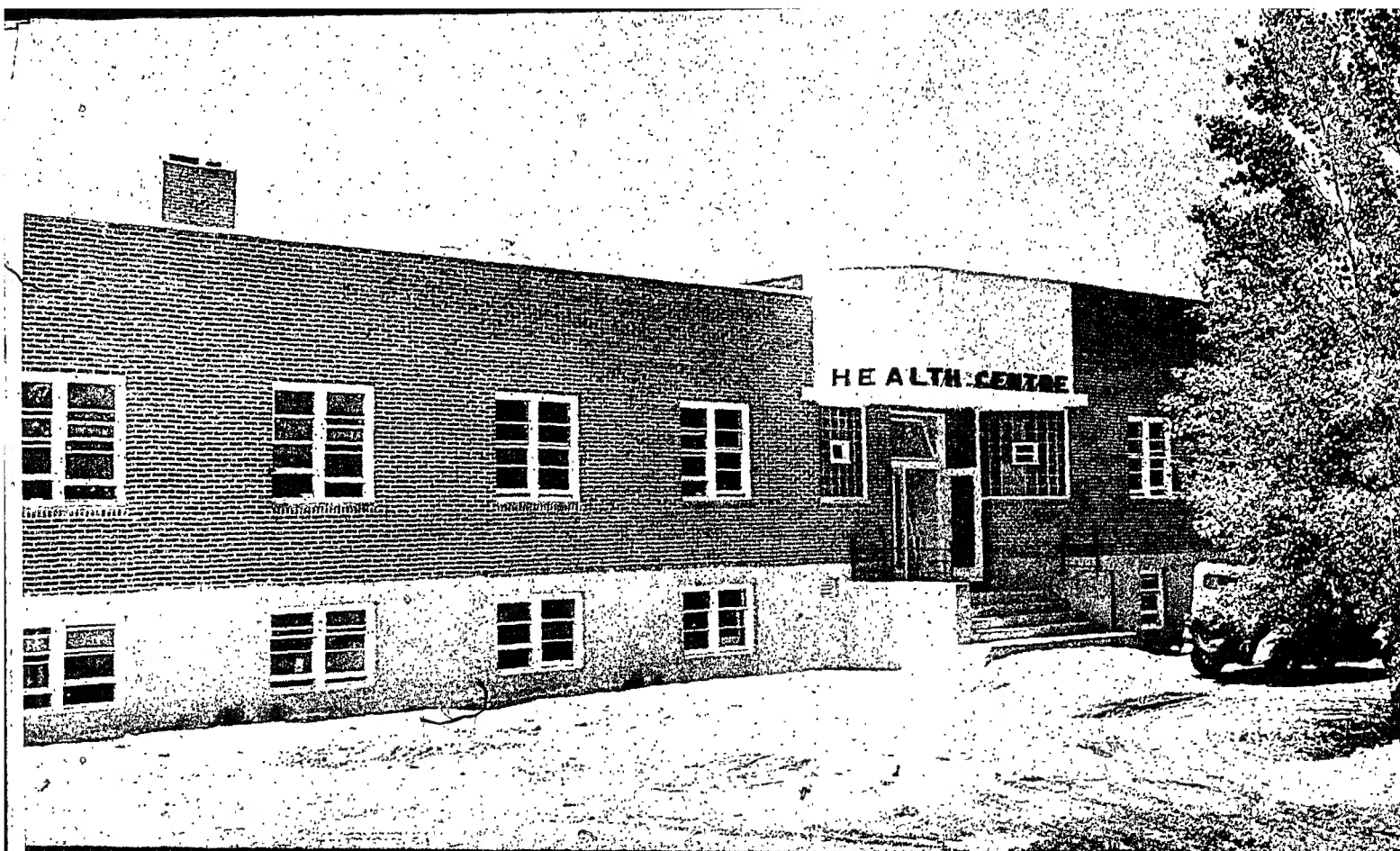
## **BETTER HEALTH FOR ALL**

**"Everyone in Saskatchewan, irrespective of his ability to pay, has the right to good health. This is the motivating principle behind the Saskatchewan Government's health program." Enunciated by Premier T. C. Douglas, Minister of Public Health, this health policy has found expression in the number of concrete measures described briefly below. The projects already well under way, especially the Hospital Services Plan and regional public health development, form a solid basis of achievement in carrying out the program to date.**

**The two integrated agencies responsible for the health program are the Department of Public Health, which administers public health services, and the Health Services Planning Commission, which plans medical care and hospital services and facilities, and which administers the hospitalization scheme.**

**The success of these two agencies in increasing the provisions for good health for all Saskatchewan citizens has been due in no small part to the eager and generous co-operation of local governments, various unofficial organizations and individual citizens themselves.**





Expanding health services, local health centre at Eastend . . .  
. . . the Legislative Building at Regina







## Province-wide Hospitalization

On January 1, 1947, in Saskatchewan, began the first province-wide government-sponsored prepaid hospitalization plan on the North American continent.

Broadly speaking, the plan provides residents of the province with basic hospital services on payment of an annual per capita tax of \$5, with a maximum of \$30 for a family, regardless of how large it is. A few categories, comprising less than 10 per cent. of the total population, are not included in the plan because they are already covered for free hospitalization by other government services or institutions. These include members of Canada's armed forces, R.C.M.P., D.V.A. students, mental hospital and tuberculosis patients, inmates of jails and penitentiaries, and treaty Indians. Old age and blind pensioners, and mother's allowance recipients, together with their dependents, have the tax paid by the government as part of the complete medical care they receive.

Principle of the plan is that of "spreading the cost" so that no one individual or family is required to assume an intolerable financial burden due to illness. Also, the plan gives every person an equal opportunity to receive needed hospital service regardless of ability to pay. Last year about one person in seven entered Saskatchewan hospitals. But during the 30's the number was much lower than this—not because people did not require hospitalization, but because many were unable to bear the cost of securing it.

Services provided under the plan in approved hospitals and nursing homes, when a part of in-patient services, include: public ward accommodation with general nursing care and meals and special diets, operating and case rooms, surgical dressings and casts, most drugs and medicines in general use, anaesthetic agents, X-ray and laboratory examinations, X-ray and radium treatments, and physiotherapy. There is no limitation of time spent in hospital other than that considered necessary by the attending physician, and there are no restrictions of benefits because of previous illness.

While outside the province or country, Saskatchewan residents who are beneficiaries of the plan may receive, when hospitalized in officially recognized institutions, hospital benefits to an average daily maximum of \$4 and for a maximum of 60 days during any calendar year.

Newborn infants receive free benefits for the remainder of the year for which the mother's tax is paid.

Some idea of the scope of the plan may be gained from the fact that during its first ten months of operation 116,000 persons received benefits averaging \$48 for 10 days' stay, and more than \$5,000,000 was paid out to hospitals by the plan. These totals include approximately 4,000 out-of-province hospitalizations at a cost to the plan of almost \$160,000.

It is the objective of the hospitalization plan that no one's health shall suffer in the future because of the fear of the cost of adequate hospital services.

## Regional Health Development

Central in Saskatchewan's expanding health program are the developments taking place under the terms of The Health Services Act, first passed in the fall of 1944 and re-enacted in amended form in 1946.

The Act provides for health regions, 14 of which have been proposed for the province, with a possibility of consolidation into a smaller number of regions. Six regions are in operation and one more is in the process of being established. The health region is administered by public health personnel and a regional health board representing residents of the region.

With the financial assistance and collaboration of the Department of Public Health, each region first of all provides its people with fundamental public health services. These include communicable disease control, immunization, sanitation, pre-natal and post-natal care, well-baby clinics, and health education of all types. In addition, a region may provide medical, dental, and other personal health services on a pre-payment basis. Before the province-wide hospitalization plan went into effect, two health regions also provided hospitalization.

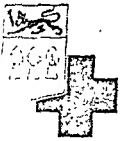
At present, Swift Current Health Region, No. 1, the most advanced, is supplying medical services for the entire population, and dental care for children on a tax-supported basis. It is the largest area in Canada providing such services.

For areas where health regions are not yet organized, The Health Services Act sets out uniform practices for municipalities which provide medical services. Administering the Act and planning for the over-all development of Saskatchewan's health program is the Health Services Planning Commission. In addition to its permanent personnel, the Commission has an advisory committee appointed by the minister, composed of representatives of over 30 organizations, such as municipal associations, women's groups, and farm organizations. Also, there are professional advisory committees representative of medical, hospital, and other groups.

## Hospital Construction Assistance

Although hospital construction and maintenance are primarily a local responsibility, the Provincial Government has made available \$650,000 during the past three years to aid in hospital construction and expansion. In 1946, 30 hospital projects were helped by means of loans or grants, or both, out of these funds.

The result has been to stimulate, especially in smaller centres, a considerable increase in hospital capacity in Saskatchewan. In 1944, the hospital bed ratio stood at 3.9 per 1,000 and this ratio was rapidly approaching 6 per 1,000 toward the end of 1947. If



the projects now under construction or in the planning stage go through to completion, it will bring the ratio up to 7.0 beds per 1,000 in the next two or three years.

Continuous studies are being made by the Health Services Planning Commission to insure that new or enlarged hospitals will be of just the right size and type to fit the needs of their communities. Through these studies it has been possible to draw up a "master plan" to guide hospital construction for years to come.

## Free Medical Services

More than 27,000 Saskatchewan residents receive completely free medical services of all kinds following inauguration by the provincial government on January 1, 1945, of a policy of aiding in this manner old age and blind pensioners and their dependents, recipients of mothers' allowances and their dependents, certain classes of incapacitated fathers, wards and those receiving full social aid from the Department of Social Welfare.

These persons each receive a card which entitles them to all necessary medical, hospital, dental, and optical services, including prescribed drugs and appliances, at the expense of the government. This guarantees these people opportunity for adequate medical care irrespective of their ability to pay for it. The medical and allied professions have co-operated to make this program possible.

Free treatment and hospitalization for tuberculosis has been provided in Saskatchewan for many years through the Anti-Tuberculosis League.

## Free Cancer Treatment

Completely free diagnosis, treatment, and hospitalization has been provided by the provincial government since May 1, 1944, for cancer patients receiving treatment at provincial cancer clinics and, in a few types of cases, for those who receive treatment otherwise.

## Air Ambulance Service

Established in early February, 1946, Saskatchewan's unique Air Ambulance Service had chalked up a total of 299 "mercy flights" during the first year of operation and flown 100,000 miles. More than 800 patients have been carried by the air ambulance planes.

Designed to rush emergency illness patients from outlying districts to the larger hospital centres, the service now operates three specially-equipped aircraft, including one Norseman, one Stinson and one Fairchild Husky, Canada's first commercially operated aircraft licensed and fitted to use jet propulsion. Staff of the service numbers 14, including three pilots, three nurses, three air engineers, two mechanics and office and attendant staff.

Emergency cases north of Prince Albert are carried by chartered aircraft of Saskatchewan Government Airways.

Only a nominal fee of \$25 is charged emergency patients. The service is especially valuable during the winter months when many patients could not be transported to hospital by other means without great hardship and danger.

## Mental Health Program

Designed to benefit the 4,400 patients of Saskatchewan's two mental hospitals, and the new training school for the mentally retarded, a new mental hygiene program is being introduced.

The program is expected to raise the general level of treatment and strengthen efforts to send people back to successful life in their homes or to provide as happy and satisfying a life as possible for those who cannot return. It is also expected to diminish the amount of serious mental disorders developing in the community.

There are five main aspects to Saskatchewan's new mental hygiene program:

1. Training school for defectives.

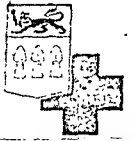
The airport at Weyburn has been completely converted into the Saskatchewan Training School for the Mentally Retarded. These people are now separated for the first time from the mentally ill, and are receiving benefits of occupational and educational programs being developed. Trained patients are discharged to the community under supervision.

2. Staff training program.

Basis of the whole mental hygiene program is the requirement that employees of the mental hospitals and the training school take a 500 hour, three year course, which includes 250 hours training in psychiatry and mental hygiene and courses in nursing, recreational and educational techniques. A special recruiting campaign obtained new staff of the highest possible calibre. This trained personnel will take increased responsibility for and will contribute in a greater degree to the health of patients. The employees will do most of the actual work with the patients under the daily supervision of the hospitals' psychiatrists.

3. Rehabilitation into the community.

To help build up effective means of rehabilitating those discharged from mental hospitals, courses in mental hygiene have been established at both Weyburn and North Battleford. Attended mainly by public health nurses, the courses are designed to give these people an understanding concerning the care of the mentally ill in order that they might direct the rehabilitation of discharged mental patients back into the community.



#### 4. Mental hygiene clinics.

Clinics to give general community mental health services and educate community people in mental hygiene problems are an integral part of the over-all mental health program. The clinic operated in connection with the Regina General Hospital provides psychiatric service by the director of the hospital's psychopathic unit and by the Province's commissioner of mental services. A full-time psychiatric social worker and a psychologist have been employed. The clinic is especially planned to serve the medical practitioner and social welfare agencies.

The mental hygiene clinic at Weyburn combines facilities of the local larger school unit and the city school unit, which provide a teacher psychologist, the health region, which provides public health nurses in social work capacity, and the mental hospital, which provides services of a psychiatrist on a part-time basis. North Battleford is to have a similar arrangement.

Clinics in Moose Jaw and Saskatoon have been opened, with the provincial public health Department providing services of a psychiatrist on a part-time basis to the physicians and agencies in the two cities.

#### 5. Recreational therapy.

The Saskatchewan Training School, Weyburn, has a full-time recreational therapist and the Saskatchewan Hospital, North Battleford, has had one for a number of years. The Saskatchewan Recreational Movement provides one of its field workers for the Saskatchewan Hospital, Weyburn, to work out recreational programs.

### Free Mental Treatment

Free treatment of mental illness and care of patients at provincial institutions for persons who have resided in the province at least 12 months was made effective on January 1, 1945. This replaced the former system under which relatives or the estate of a patient were charged up to \$1.50 per day for treatment and care.

### Medical College and Hospital

Designed to help meet Canada's need for medical personnel, a new medical college is under construction at the University of Saskatchewan, Saskatoon, and a university hospital will be built adjoining the college. This new \$7,000,000 university medical centre will provide complete graduate training for Saskatchewan students, who formerly had to leave the province to complete their training, and will afford much-needed opportunities for post-graduate training in various branches of medicine.

### Division of Physical Fitness

Organized in October, 1944, under legislation passed earlier in the year, the Division of Physical Fit-

ness is designed to further the physical, mental, moral, and spiritual well-being of our citizens through assistance to and promotion of recreational activities. The division sponsors the Saskatchewan Recreation Movement, and co-operates with existing recreational organizations. Much of its work consists of leadership training. About \$17,500 per year is provided for this work by the Dominion government and a considerably larger amount is supplied by the Saskatchewan government.

### Division of Health Education

Filling a serious gap in the health services of the province, the Division of Health Education was first established in September, 1944, to promote knowledge of health matters in a systematic manner. It seeks to carry out a threefold program of (1) public health education, (2) school health education, and (3) interpretation of public health laws and government health policy.

### Division of Venereal Disease Control

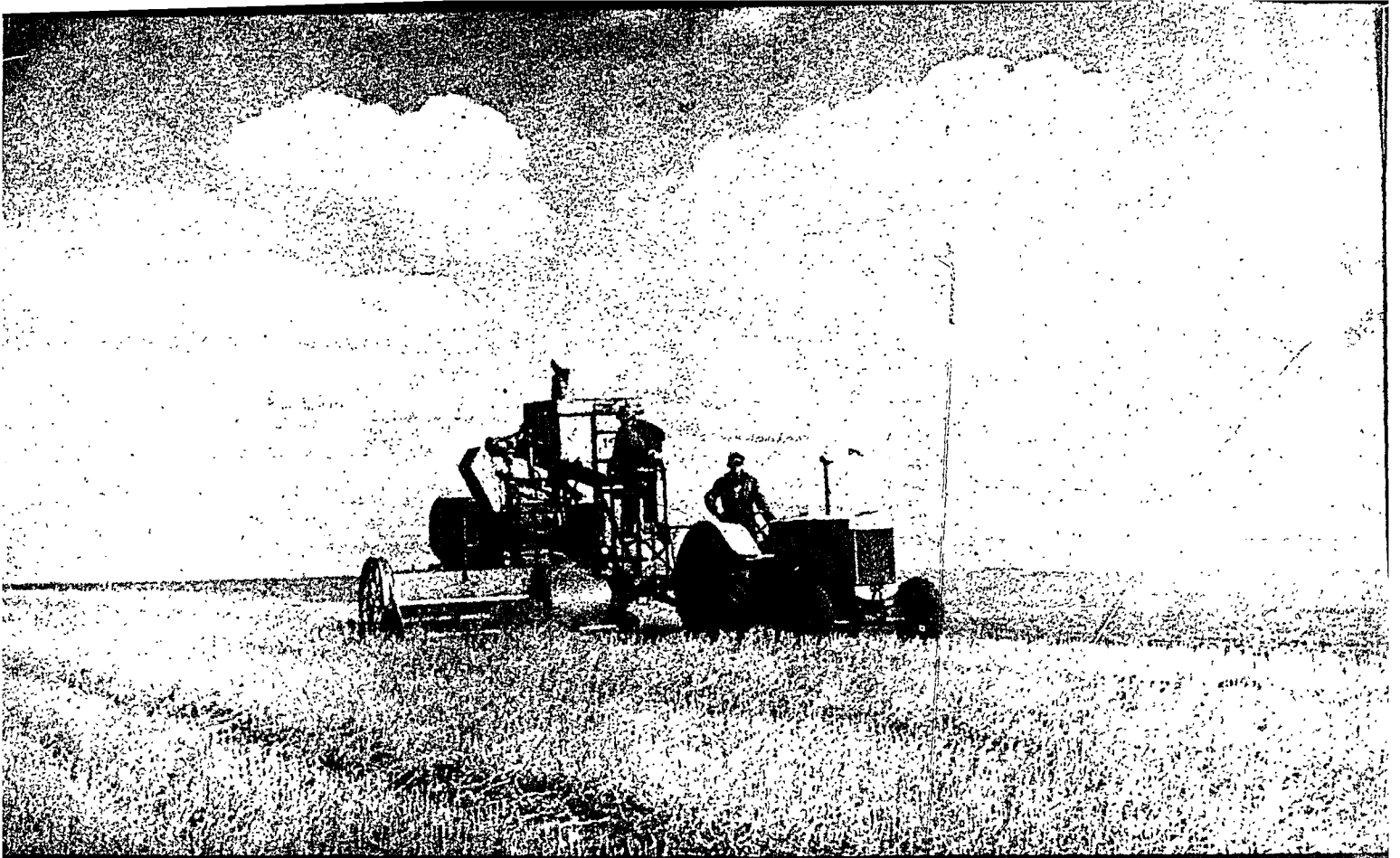
Because venereal disease has presented an increasingly serious public health problem in Canada, the Division of Venereal Disease Control was established in November, 1944. Now supervised by the director of communicable diseases, the division has greatly extended reporting and follow-up work, provides free drugs, including penicillin, for treatment, and operates the venereal disease clinics in the province.

### Nutrition Division

Due to modern recognition of the importance of proper nutrition in maintaining good health, the Nutrition Division was established in November, 1944, with the objective of raising nutritional standards in the province through educational work of all kinds. The division encourages more extensive provision of hot school lunches and has co-operated with the Dominion in conducting a nutritional survey among Saskatchewan school children. It also employs a regional nutritionist for work in health regions.

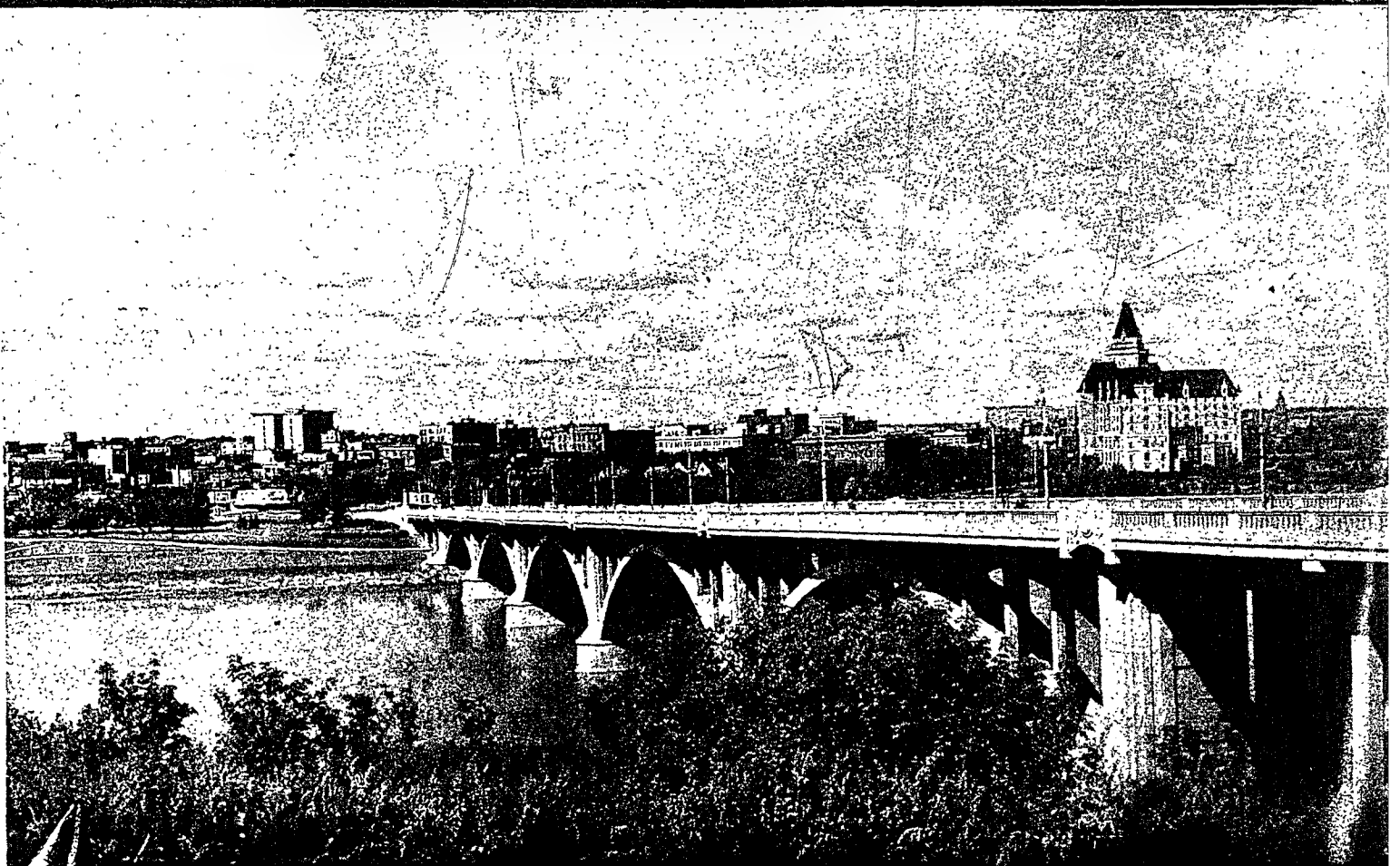
### Division of Industrial Hygiene

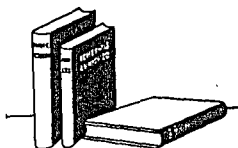
Established October, 1945, with the assistance of the Department of National Health and Welfare, the Division of Industrial Hygiene has inaugurated a program of safeguarding the health of both farmers and industrial workers through elimination as far as possible of occupational hazards. Special emphasis has been placed on the prevention of farm accidents, which take a heavy toll of lives and health.



Fertile prairies keynote Saskatchewan . . .

. . . beautiful Saskatoon





## **PROGRESS IN EDUCATION**

**Every child has the right to a good education.**

**In certain areas of Saskatchewan, however, economic resources have been insufficient to allow establishment and support of good schools, to pay teachers adequate salaries, or to provide the facilities and equipment necessary to maintain a high level of services. Rural children have generally been at a disadvantage among the province's young citizens in their opportunities for education.**

**The main problem of education in Saskatchewan is therefore to improve and to equalize educational standards. This is being done through establishment of the larger school unit, within which all children receive the same improved standard of services, through more widespread and increased provincial equalization grants, and through numerous new government services.**

**With the continued co-operation of all those interested in improving provisions for education in the province, progress can be continuous, and our children will enjoy increasingly greater educational opportunities.**



## Larger School Units

Of major importance in educational reform has been the establishment of larger school units. Previously, about 5,000 rural school districts, unequal in size and financial resources, were responsible for education within their separate jurisdictions. The Larger School Unit Act of 1944 proposed that these be replaced by 60 larger units. By December 31, 1946, 45 larger units had been established.

The larger unit system has made possible more efficient administration and expansion of services. Most of the units have undertaken extensive building programs. A total of 206 new schools with 289 rooms had been built in larger school units up to the end of October, 1947, with 131 new classrooms added to existing schools, 247 new teacherages, 174 new basements and 225 new stables also built. Repair programs ranging in cost from \$12,000 to \$93,000 per unit and averaging \$37,000 were carried out.

Decisions to raise and spend money for these purposes is the responsibility of local authorities, not the province, which aids the larger units through education grants. In general, mill rates for education within larger units compare favorably with those of non-unit districts in the same area, with the units in every case providing special services not available in the smaller districts.

Made up of approximately 80 rural, or rural and village school districts, each larger unit is divided into five or six sub-units. Within these sub-units, the former boundaries of the local districts remain. To date twelve towns and two separate school districts have joined their respective larger units.

Aside from large-scale building programs possible under the larger school unit, and a marked increase in efficiency, other advantages contributing to the equalization of education standards of rural and urban areas have been considerable:

1. All units report substantial savings from purchase of school supplies in bulk, 24 provide exercise books, pencils, erasers, and other equipment free to their pupils, seven have supplied high school texts to their students without charge.
2. Through financial assistance in the form of grants for transportation, board and room and tuition fees, as paid in 34 units, and through establishment of dormitories in five units, many rural high school students have been enabled to continue their studies.
3. Health services have expanded in almost all units. One unit employs a medical health officer, 22 have introduced immunization programs, 16 units provide medical examinations for students, 44 units have improved sanitary facilities, and 39 units are serving hot noon lunches regularly.

4. Library facilities have been improved generally. Improvement policies have been outlined in 44 units, local libraries improved in 44 units, circulating libraries instituted in 27 units, and borrowing libraries in 27 units. Expenditure for libraries has ranged from \$800 to \$5,500 per unit. A model school library system has been established in the Cupar larger school unit.

5. Specially trained teachers can now be employed for rural schools. Under The School Grants Act, 1946, the provincial government now pays a grant of \$3.50 per teaching day to every town district or larger unit employing a supervisor or special instructor. Experienced, successful teachers who travel from school to school within a unit—"helping teachers"—are now employed in 18 units.

6. Twelve units employ audio-visual teachers, all veterans, trained movie projectionists, and holders of teachers' certificates.

7. The Department of Education has appointed an inspector of unit offices to aid units in establishing and standardizing a high degree of efficiency in office management.

## Sharing Education Costs

To enable local districts and units to meet financial responsibilities more adequately, the basis of local taxation for education has been broadened. The Larger School Units Act was amended in 1945, so that land not included in any organized school district may now be brought under taxation for education purposes.

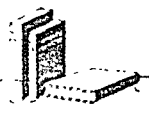
## Increased Provincial Grants

The provincial government has assumed an increasing share of education costs. Grants in 1943-44 amounted to \$2,765,693, in 1944-45 to \$3,166,537, in 1945-46 \$3,693,523, in 1946-47 \$3,879,077, and are estimated at \$4,819,490 for 1947-48. In some parts of the province the provincial government now pays 75 per cent. of education costs.

1. To insure that children in every unit, irrespective of its local resources, shall receive at least a stated minimum standard of education, the government pays equalization grants to supplement local expenditure, wherever, after receipts from taxes and grants have been taken into consideration, these are found insufficient to insure the minimum. The government has done considerable work in re-assessing land upon which school taxes are based, in order to insure greater fairness than in the past in levying taxes and making grants. Equalization grants to larger units in 1946-47 totalled \$517,000.

2. Repair grants to schools for 1946-47 amounted to \$179,500. In 1945-46, \$100,000 was voted to assist





with special school building programs, and in 1946-47, \$200,000. A further \$500,000 was set aside for school buildings and equipment in 1947-48 of which \$300,000 was set aside for this purpose under the Dominion-Provincial vocational education agreement.

3. A new government grant established in 1945 pays fifty per cent. of the cost, not exceeding \$125 in any academic year, for equipment purchased for the teaching of agriculture, health, shop work, motor mechanics and any other subject of a practical nature in grades above Grade VI.

4. Grants to technical schools have been increased to \$4.50 per day by means of an additional vocational grant of \$1 per day. Additional vocational grants of 50c to \$1 per teaching day are now paid to other schools teaching high school vocational or technical subjects, depending on the percentage of time devoted to these subjects.

5. An amendment to The School Grants Act in 1946 redefining "continuation room" has resulted in an additional grant of \$2 per teaching day being paid to some schools not previously eligible for it.

6. Equalization grants to school districts not included in school units and with assessments under \$100,000 per room have been doubled. This has been extended to town school districts. School districts with not more than 10 departments receive a basic elementary grant of \$1.50 per room per teaching day. Those operating not less than 11 classrooms and not more than 25 receive \$1.40 per room per teaching day, and those with more than 25 classrooms receive \$1.30 per room per teaching day.

7. High schools organized under the Secondary Education Act have been made eligible for equalization grants, except in city school districts.

8. Equalization grants for schools within larger units have been increased until, combined with proceeds of the uniform tax, they provide a minimum of \$1,800 for each elementary school room, and \$2,100 for each continuation and high school room in the unit.

## Free Text Books Provided

For the first time, in September 1945, all authorized text-books for Grades I to VIII were provided free by the government to all students in the province. Grants for school readers under The Free Text Book Act in 1946 amounted to \$110,000.

## Education in Northern Saskatchewan

A survey of educational facilities in northern Saskatchewan, completed by the government early in 1945,

showed that many communities had no schools and that hundreds of boys and girls were growing up without the benefits of education. An administrator of education for that area was appointed and development began.

While in 1944 there were 596 registered pupils in the area, by the end of 1946 there were approximately 1,000. Six new schools had been completed ready for use by the end of the year, two more were completed this year, four have been enlarged or extensively remodelled, and six are operating in temporary quarters. Two teacherages have been constructed, and two combination teacherage-hospitals. Administration of the mission school at Ile a la Crosse has been taken over by the Department at the request of the school.

Before the opening of school in the fall, the twenty-eight teachers meet for instruction in citizenship, nutrition and nursing, and special problems of northern education. The government pays transportation costs by airplane to and from the schools. The Department assumes responsibility for paying teachers' salaries, which are higher than average. It provides \$100 a year to each school for provision of hot noon lunches and grants \$12 a month to students living away from home.

The Department of Social Welfare provides cod liver oil for all school children in the northern area, in 1946 distributing 1,140 gallons. Since this northern development began in 1945, approximately \$175,000 has been spent by the government on school buildings, equipment, supplies, and salaries. In 1947 an estimated \$98,168 will be devoted to the northern education program by the government.


## Minimum Salaries for Teachers

Minimum salary for teachers holding a permanent certificate in Saskatchewan is now established at \$1,200, the highest minimum salary standard for teachers in Canada. The minimum for teachers holding interim, or temporary certificates, is \$1,000.

A joint committee of the Department of Education, the Saskatchewan School Trustees' Association and the Saskatchewan Teachers' Federation has drawn up salary schedules for teachers in rural, village, town and city schools. These schedules have been adopted by many school boards throughout the province and form the basis for schedules used in all larger units.

## University Course in Education

Teacher-training within the University framework has been placed on a par with other professions. It is now organized as a four-year course leading to a Bachelor of Education degree. The first year of the



course may be taken either at the University or in a normal school; the second, third and fourth years must be taken at the University. Certificates to teach are granted at the end of the first year at normal school, and at the end of the second and fourth years at University.

## **Improved Teacher-Training at Normal School**

Academic requirements for normal school entrance have been restored to their pre-war standard. Students entering normal school either at Saskatoon or Moose Jaw must again have complete Grade XII standing, with all candidates being interviewed and tested during the first week and those not measuring up advised to withdraw.

A new normal school curriculum has been in operation since September, 1945. The home economics course in both schools has been restored, a new course in the social foundations of education added, and more thorough treatment given to such subjects as physical fitness, music and library work.

Greater emphasis is placed on practice-teaching. Students spend a total of five weeks in forty selected rural schools near each of the normal school cities. They also spend nine weeks practice-teaching in six city classrooms organized to reproduce the classroom organization found in most rural schools.

## **Number of Supervisors Increased**

Also designed to raise teaching standards in the province, the system of supervision and inspection of schools has been revised. The number of supervisors in the elementary schools has been increased from 46 to 60, and the number of high school superintendents from two to three. This has made possible a closer working relationship between supervisors and unit boards and more frequent visits to teachers needing assistance.

## **In-Service Teacher Training**

A new in-service teacher training program has been put into effect in 26 superintendencies, to develop higher educational standards and greater competence among teachers now holding certificates. In the fall of 1946, groups of about 30 teachers from each area met in one-day institutes, to discuss subject matter questions under the leadership of specialists. Continuing committees of 10 or 11 teachers were formed at each institute and plans made for winter and spring meetings.

## **Research Director Appointed**

A research director was appointed to the Department of Education in 1945 to systematize, co-ordinate and stimulate research in education. To date investigations have been conducted into the cost of education, teaching of social studies, school libraries and library service, teacher personnel and the recession of enrolment in grades nine to twelve. A newly-organized co-ordinating committee is at present studying problems of supervision.

## **New High School Curriculum**

In September, 1946, the first portion of the new high school curriculum, including the complete Grade IX course and Grade X social studies, went into effect in Saskatchewan schools. The new courses for the balance of Grade X and for Grades XI and XII will be established gradually over the next few years.

The curriculum, in line with modern educational practice and theory, provides courses for a broad general education in Grades IX and X, and more specialized courses in Grades XI and XII to meet a variety of interests: matriculation, normal school entrance, household science, commercial, technical and general. New emphasis is being placed on health education, social studies, music, guidance, and technical education. A supervisor of music has been appointed by the Department.

A system of recommendation on the basis of successful completion of the year's work, without the necessity of having the better students write departmental examinations, was extended to June, 1947.

## **Guidance Program**

A Guidance Branch was added to the Department of Education in 1944, and a guidance program instituted in high schools to provide educational, personal, social and vocational help for students. Guidance libraries have been established at each normal school, and vocational guidance information has been distributed to all schools in the province. A summer school course in guidance is given at the University.

## **Technical Education**

A supervisor of technical education has been appointed by the Department of Education. Under his direction plans are being completed for the introduction of vocational subjects in the schools. In 1946, three units established technical education programs. Agriculture, home economics, wood-working, motor mechanics, and other subjects of a practical nature are being encouraged by means of special grants for grades above Grade VI.



## Saskatchewan Book Bureau

The Saskatchewan Book Bureau, the government's school book buying and distributing agency, handles all free text books and readers and a large percentage of other texts and library books in use in schools. Between May 1, 1946 and March 31, 1947, it shipped more than 1,000,000 books, an increase of more than 25% over the previous year.

## School Broadcasts

School broadcasts are becoming an important teaching aid to students all over Saskatchewan. In 1944 there were 450 listening classrooms on the mailing lists. In 1947, there were 2,000. In 1941 there were only two series of school broadcasts presented to Saskatchewan schools. In 1944 a series for every day of the week was begun, with programs on science, history, music and art. To arrange broadcasts, prepare scripts, a new school broadcasts branch has been established in the Education Department.

## Adult Education

The adult education branch of the Education Department, established in 1944, has three basic programs: study-action, basic citizenship and the lighted school. Through farm or citizens' forums and monthly community study groups the study-action program has reached many of Saskatchewan's adult population. Classes in basic citizenship and basic English are taught in various centres throughout the province. The lighted school program, operating in some eighteen communities, has produced interesting examples of creative art in painting, music, dramatics, and study in child psychology. The adult education branch acts as well in an executive capacity in connection with the community centre planning committee.

The adult education branch has also taken a leading part in formation of the Saskatchewan Arts Board, which will co-ordinate cultural resources in Saskatchewan, and give leadership and aid in development of drama, music, literature, the visual arts, and handicrafts. On the board will be 13 individuals, representing major cultural, educational and recreational groups in the province.

The department of education has offered the board an initial grant of \$2,500, and is also prepared to pay salary and travelling expenses of a full-time secretary.

## New University Act

A new University Act was passed in 1946. The number of members of the Board of Governors was increased and now consists of the president and chancellor of the University, the deputy provincial treasurer and the deputy minister of education, five members appointed by the Lieutenant-Governor-in-Council, and five appointed by the senate. Certain changes have been made in the composition and election of the University Senate.

## Building Projects at the University

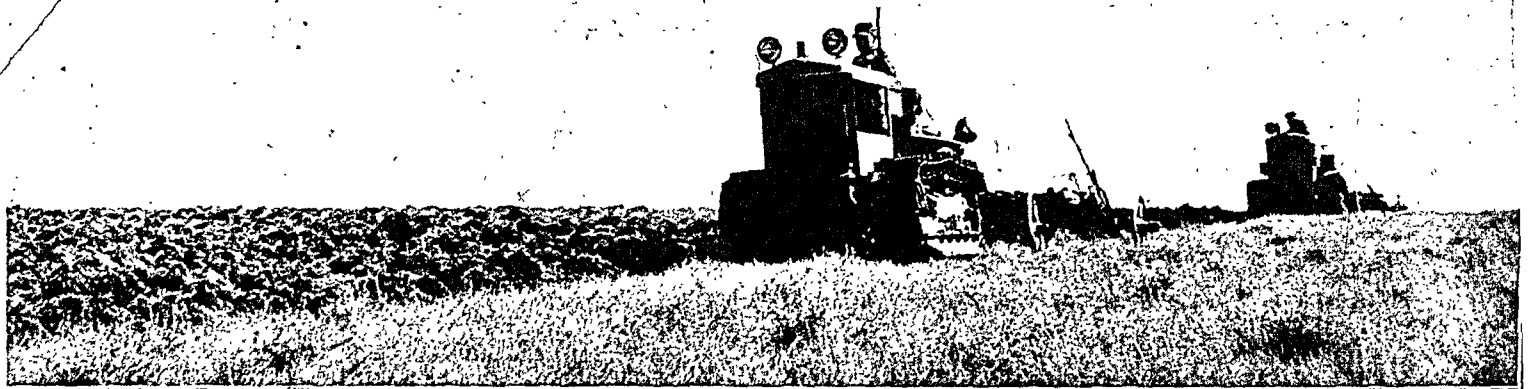
A number of new buildings are being added to the University of Saskatchewan by the government. Construction of a new medical building is well advanced while the new engineering building is nearing completion. Other buildings in the program include a Soils and Dairy building, a School of Agriculture, and a gymnasium.

## Manufacture of Radios

The Department of Education is engaged in the manufacture of six-tube battery-operated combination radio and record players, especially designed by government experts for use in schools, in connection with the government's school broadcasts program. More than 500 requests for the radios have been made. Radios will be sold at cost to schools and grants of 40% of the cost will be paid to school districts purchasing them. They will not be available to the general public.

## Saskatchewan Film Board

The Visual Education Branch has been reorganized to include the Saskatchewan Film Board. It is now equipped to do still photographic work, to make 16 mm. motion pictures and film strips. The number of films in its library has greatly increased. Working in conjunction with audio-visual teachers in larger units, it has a servicing department for projectors and films used in schools and on rural circuits. Sound projectors in schools have increased in number from 90 in 1944 to 300 in 1947, silent projectors from 118 to 140, and film strip projectors from 15 to 100.



Breaking land at the Matador co-operative farm . . .  
. . . agricultural representative at work





## **AID TO AGRICULTURE**

**Saskatchewan's agricultural industry has long been plagued with instability resulting largely from natural hazards. Over the years this has resulted in wide variations in provincial income and in staggering burdens of "relief."**

**Major considerations governing the stabilization of agriculture in Saskatchewan are: control of natural hazards such as drought, wind and water erosion, insurance against contingencies by building adequate reserves of feed and fodder, establishment of economic farm units, with the emphasis on diversification wherever practicable, and development of new products and new uses for old products.**

**The responsibility of the Department of Agriculture consists in promoting and directing an agricultural policy which will achieve increased over-all production, greater diversification, and give greater stability to Saskatchewan agriculture.**

**It can aid farmers to achieve these ends by securing information on chemurgic uses for Saskatchewan agricultural products, making practical, technical and research information available to farmers, by promoting better land use, conservation of soil and water resources, scientific farm practice, and supporting practical programs of production for quality livestock and improved field crops.**

**Through such a program the Department can aid in bringing about a sound and stabilized basis for a prosperous agriculture in Saskatchewan.**



## The Farm Security Act

Since agricultural stabilization depends to a large extent on the security of tenure enjoyed by individual farmers, one of the present administration's first acts was to enact The Farm Security Act at the special session called shortly after assuming office in 1944.

Under the Act a farmer is protected from eviction under mortgage from his farm home of 160 acres. This protection applies also to his widow and infant children as long as they continue to reside on the land. Agreements of sale are dealt with through the Mediation Board.

A crop failure clause must now be read into every agreement for sale and mortgage of farm land, both past and present; in effect it provides that, in event of the crop falling below a value of \$6.00 per sown acre through causes beyond the control of the farmer, all principal payments shall be postponed for one year, and the amount owing shall be reduced by an amount equal to one year's interest.

The act provides that a crop mortgage or agreement shall not affect more than one-third of the crop, regardless of the share specified in the mortgage or agreement. Where the crop is less in value than 10 bushels of No. 2 Northern wheat per acre, the mortgager, lessee or purchaser will be allowed to pay his taxes out of the mortgagee's, lessor's, or vendor's one-third share.

Constitutional validity of the crop failure clause was challenged in the Supreme Court of Canada by the Federal Government and the Dominion Mortgage and Investments Association. In a judgment handed down in May, 1947, four of the judges declared the clause ultra vires of the Provincial Legislature, while Justice Taschereau found the clause to be within the province's jurisdiction. The province's appeal to the Privy Council is now pending.

## Further Security Under Broadened Exemptions Act

The Exemptions Act has been amended to make as much of the farmer's crop as he needs, along with his other means, free from seizure. This is to enable him to pay necessary costs of harvesting and farming operations, together with a living allowance for himself and his family until next harvest.

Finally, the Provincial Mediation Board has been empowered to act on all matters pertaining to foreclosures, seizures and evictions, and to give temporary protection to tenants and their families in deserving cases.

## Co-operative Agricultural Extension and the "Ag. Rep. Service"

The entire agricultural representative service is predicated upon the co-operation of the Federal and Provincial Departments of Agriculture and the University of Saskatchewan, and the complete program is called the Co-operative Agricultural Extension Program. Enabling authority is contained in The Agricultural Representative Act of 1945.

In 1944 there were 15 agricultural representatives in Saskatchewan. Today there are 36 agricultural conservation and improvement districts, each with an Agricultural Representative who is a member of the Saskatchewan Institute of Agrologists. The local "Ag. Rep." is the spark-plug in the rapidly expanding program, providing the link between individual farmers, municipal agricultural committees, district boards, and the specialist advice and services made available by the federal and provincial governments and the University.

It would be impossible for each agricultural representative in the 36 districts to serve all the 3,000 to 4,000 farms in his 6 to 17 RMs or LIDs on an individual basis, and therefore an agricultural committee of six members may be appointed by each municipal council to work with the Ag. Rep. Such committees give special consideration to priority agricultural problems in their areas, and act as voluntary leaders in carrying out programs.

Co-ordinating the work of these committees in each of the 36 Ag. Rep. Districts is a "District Board" composed of one representative from each municipal committee and one-half that total of "members-at-large."

Acting as an advisory and co-ordinating body on a provincial level is the Advisory Council to the Agricultural Representative Service. Represented on this body are the Dominion Department of Agriculture, including the experimental farms, production, science, and marketing services, and P.F.R.A., the University of Saskatchewan, with all the services to agriculture which it is in a position to offer, the Saskatchewan Federation of Agriculture, the Association of Rural Municipalities, the Saskatchewan Livestock Board, and the Saskatchewan Departments of Agriculture and Municipal Affairs.

While the Agricultural Representatives act as the Department's field staff in implementing the agricultural policy of increasing over-all production, greater diversification, and stabilization, the Ag. Rep. branch also administers four major divisions: radio, specialist services, visual aids, and farm labor.

### 1. Radio Division

The medium of radio is now being used to carry timely production information and research data to all farm people in the province.





An original daily broadcast is carried over station CHAB, Moose Jaw, through which the very latest results of agricultural research, up-to-the-minute information on livestock and crop problems, announcements of general farm activities, interviews with agricultural authorities, Departmental officials, university specialists and farm people, and reports of progress in farming communities, are made available to a constantly growing farm audience throughout the whole farming area of the province.

The program, "Your Ag. Rep. Reporters," is planned on the basis of the known needs and interests of Saskatchewan farm people, who are continually encouraged to suggest topics for discussion.

## 2. Specialist Services

While the main source of specialists in the whole co-operative agricultural program is the Extension Department of the University of Saskatchewan and the Dominion Department of Agriculture, the Ag. Rep. branch includes a farm mechanics specialist whose services are available to Agricultural Representatives and individual farmers, and, through frequent appearances on the radio program, to the whole farming community.

An irrigation specialist was employed by the Ag. Rep. branch until the irrigation division of the lands branch was established late in 1947 to be responsible for all agricultural irrigation development. It will also act as the co-ordinating agency between the Department and P.F.R.A. in developing the province's irrigation potential.

Other specialist services are being made available through the Ag. Rep. branch as the necessity arises.

## 3. Visual Aids

Through its visual aids division the Ag. Rep. branch is endeavoring to provide films and slides dealing with the best and latest agricultural information on land use, production and marketing problems directly to local meetings of farmers. Equipment and material is gradually being accumulated toward this end, and shortly each Ag. Rep. will be equipped with his own projector, slides and film.

## 4. Farm Labor

Farm labor problems, seasonal and otherwise, cannot be separated from agricultural problems within an area, and so a division of farm labor, working within the Dominion-Provincial farm labor committee, has been set up in the Ag. Rep. branch to give direction on a provincial level. Agricultural Representatives assist in outgoing movements of farm labor to aid other provinces, and arrange for incoming seasonal harvest labor in their own districts. The farm labor division also arranges the movement of Saskatchewan combines to

the United States, a project which has resulted in bringing back to Saskatchewan large sums of money which were of particular benefit to people from the drought areas, who were given a priority place in the movement.

## Feed and Fodder Conservation Program

Stabilization of Saskatchewan's agricultural industry has come closer with the implementation of the Department of Agriculture's feed and fodder conservation program, which is divided into two phases, long-term and emergency.

The long-term plan is to encourage farmers to grow more feed and fodder and put up reserves for dry years, in order to keep the expensive movement of fodder to a minimum. Feed banks are being established on an individual farm, municipal, and provincial basis. Bins for storing reserves of grain are now being constructed free of charge in municipalities, under an agreement with the government covering their use.

When provincial surpluses of fodder occur, they are contracted for by the Department and set aside as a provincial reserve to be used only in areas which have suffered several successive crop failures.

In order to minimize costs to the purchaser the provincial government is also developing suitable areas for provincial feed and fodder reserves which will be harvested by provincial crews with up-to-date equipment.

An emergency fodder policy, emphasizing self-help, was put into effect in 1947, and went far toward alleviating hardship for many livestock producers in the province. Under the plan, the government provided farmers in drought areas with freight assistance on equipment going into surplus areas to harvest hay, and with freight assistance on the shipment of hay so harvested back to their own shipping point.

The provincial government provided channels of information through which farmers in deficiency areas could contact farmers in surplus areas to either acquire standing crops on share or otherwise, or purchase hay direct.

## Forage Crop Program

Closely allied with the feed and fodder conservation program, and equally important in its stabilizing effect on agriculture, is the forage crop program. With its slogan of "one acre in grass-alfalfa mixture per head of cattle on the farm" it has been developed to increase fodder production in Saskatchewan.

The Department supplies seed of grass-alfalfa mixture to farmers at cost, with bags, inoculum and freight free, and already 749 farmers have taken advantage of the plan to seed approximately 8,300 acres.



The 1947 seeding policy provided for sale of mixtures of brome grass, crested wheat grass and alfalfa to farmers at cost, and also to rural municipalities, free of charge, for municipal hay plots.

An important part of the program was initiation of demonstrations in Ag. Rep. districts to show the advantage of growing grass legume mixtures for hay production.

## **Saskatchewan Advisory Weed Council**

To study matters pertaining to cultural and chemical control of weeds, and to attempt to narrow the gap between research and the farmer in the field of weed control, the Saskatchewan Advisory Weed Council was set up in May, 1947. It has already made a significant contribution along these lines, including steps toward co-ordination of 2,4-D research, also recommendations for control of perennial weeds.

Represented on the Council are the University of Saskatchewan, Dominion experimental stations, Saskatchewan Department of Highways, Saskatchewan Association of Rural Municipalities, Saskatchewan section of the United Farmers of Canada, the Saskatchewan Wheat Pool, and the Saskatchewan Department of Agriculture.

The first Dominion Weed Conference was held in Regina in November, 1947. Problems in connection with weed control and the use of modern weed chemicals were thoroughly discussed and finalized in the form of definite recommendations for the guidance of Saskatchewan farmers.

Under an amendment to The Noxious Weeds Act, hoary cress, leafy spurge, Russian knapweed and field bindweed have been added to the list of noxious weeds, and thus are now subject to control legislation.

## **Short Course Grants**

In addition to the regular grants provided class A and B exhibitions by the Department of Agriculture, encouragement and assistance is now being offered these agricultural societies to establish permanent quarters for the holding of agricultural short courses, farm girls' and boys' camps, junior club and other activities.

With a view to correcting a situation which has tended to limit rural youth development in the province, the Department is now offering to each class A and B exhibition a grant up to a maximum of \$5,000 for the establishment of permanent quarters for such activities. The buildings must be modern, winterized and have dormitory, class room and dining facilities adequate for a minimum of 75 boys and 75 girls in order to earn the \$5,000 maximum grant available on an approved expenditure of \$10,000.

Practically all of the eligible societies have already indicated their intention to establish the type of accommodation required.

## **Lands Branch Transferred To Agriculture**

Recognizing that first claim on crown lands in the surveyed area of the province is an agricultural one, the government transferred all provincial crown lands within the surveyed area, excepting surveyed lands in provincial forest reserves and provincial parks, and parcels used for administrative purposes, from the Natural Resources Department to the Department of Agriculture on April 1, 1947. The administrative agency, the lands branch, was transferred at the same time.

A committee representing the two Departments concerned is at present appraising the suitability of vacant provincial lands within the surveyed area for the purpose of returning the non-agricultural lands to the Department of Natural Resources for administration in conjunction with its various projects of re-forestation, wild life and water conservation, and park development.

## **Crown Land Policy**

The government's crown land policy is directed toward encouraging the development of economic farm units and encouragement of good farm practice through diversification, thus assuring full utilization and proper land use. This involves disposition of crown lands in the best interests of the farming community in which the land is situated. Consequently the policy also provides, in some instances, for withdrawing marginal or submarginal land from cultivation and utilizing it instead for grass or feed reserves.

Administration of provincial lands has been placed in the hands of the Department of Agriculture, which is in constant touch with all phases of agriculture in the province.

## **Veterans' Crown Land Policy**

Under the Dominion-Provincial veterans' rehabilitation agreement, lands which had been reserved during the war period by the Provincial Department of Natural Resources were opened for veterans' settlement, in the form of farm units of from 320 acres to 640 acres, depending on the quality of the land. Parcels which could not be considered as complete units were posted as partial units and offered to veterans in the vicinity who required additional land to round out a sound farming proposition.

The Government received over 8,000 applications for 1,250 settlement units or partial units available for allocation. In the case of conflicting applications, the



land was awarded to the veteran scoring the highest number of points computed on a basis of length of service, residence before enlistment in the district in which the land is situated, dependents, and farming experience.

Successful applicants were granted 33-year renewable leases with the option of purchasing at the end of 10 years. Sale price will be based on the productivity of the veteran's land and of similar land in the vicinity. No portion of the first crop following new breaking is taken as rent. In the case of heavy clearing being necessary, a portion of succeeding crops payable to the Crown may be waived.

In any year when the value of the crop is less than \$6 per seeded acre, the share of crop rental is cancelled for that year.

## Crown Lands For Grazing

Disposition of Crown land for grazing was, in June, 1947, made subject to long-term 33-year renewable lease, with the rate of rental related to the carrying capacity of the land and the average Winnipeg price of livestock in the last six months of the preceding year.

All grazing leases covering crown lands will in future be placed on a uniform basis with respect to terms of lease and rental basis.

Rental terms now applicable mean that when the livestock price drops, lease rentals drop correspondingly. This long-term feature, together with generous provisions for encouraging improvement of crown grazing lands, was designed to place emphasis on livestock production in conformity with a sound, over-all agricultural policy.

All former short-term grazing leases are now in process of disposition on a 33-year renewable lease basis, with about 6,500 leases covering an area of 1,390,000 acres under review.

The larger long-term 21-year leases still valid, covering approximately 3,100,000 acres, will expire by 1953, and re-allocation of these lands will be made under the new leasing policy as they expire.

## Crown Lands For Cultivation

The policy with regard to crown lands for cultivation is similar to the foregoing, but allocations have not been started. Leases will be on a 33-year basis, with the rental related to the relative productivity of different grades of land. Lands to be allocated are graded into six classes, and the leases will be subject to waiving of rentals when returns fall below \$6 per seeded acre.

## Land Conservation and Reclamation Program

Considerable progress has been achieved in the land conservation and reclamation program of the lands branch, which has four objectives:

- a. development of feed and fodder projects, in conjunction with the feed and fodder conservation program outlined previously;
- b. reclamation of misused lands;
- c. adjustment in under-utilized areas;
- d. provincial community pasture development.

Near Rush Lake, about 2,000 acres were seeded or prepared for seeding by the end of 1947, and when the project is completed, approximately 7,800 acres will be seeded for fodder reserves.

At the Spangler irrigation project, south of Govanlock, it is expected that approximately 1,500 acres will be seeded to mixtures of crested wheat, brome and alfalfa for fodder production by the end of 1948.

In LID 50, the 24,000 acre Arena pasture is being supervised by the Department of Agriculture and managed by local authority. Two dams and three dugouts were constructed there by the lands branch during 1947, to permit maximum use of the pasture.

In LID 52, the 10,000 acre Merryflat co-operative pasture is operated by a local co-operative grazing association.

A total of 1,331 acres were seeded to grass for fodder during 1947, and 1,224 acres were prepared for seeding during 1948.

A total acreage of 2,555 acres was operated in connection with the development of provincial fodder reserves located in RMs 163, 340, 316, and LID 227.

Grass land reclamation work was carried out in some twenty south-western municipalities, involving reseeding of 7,391 acres to mixtures of crested wheat grass, brome grass and alfalfa.

Community pasture development involved reseeding approximately 2,000 acres in RMs 189 and 164. A total of 7,391 acres have so far been seeded under the reclamation program, and 2,203 acres are under community pasture development.

## Veterinary Services Districts Formed

Encouragement of a better balance between grain and livestock production entails—and Saskatchewan's larger livestock and poultry population require—provision of adequate veterinary services.

The Veterinary Services Act of 1945 allows for the formation of Veterinary Service Districts. Two, three or four municipalities may co-operate to form such a



district. The Veterinary Service Board which administers it has the power to make regulations respecting terms, fees and conditions of payment to the veterinarian with whom it contracts to practice in the district.

The provincial government provides a \$1,000 grant to each such district board, and the municipalities co-operate to raise \$1,000, making a total of \$2,000 which is paid to the veterinarian as an annual grant in order that he may provide veterinary services to all resident farmers in the district at a set scale of fees, with no charge for mileage or travelling expenses.

Ten Veterinary Service Districts are established and in operation to date, and a number of others are organized and awaiting the services of veterinarians to put the districts into operation.

Under the plan, actual transportation costs to individual farmers for veterinary services do not exceed \$2.00 per year. The resident farmer receives veterinary services for all species of animals and all diseases, enabling him to secure veterinary services at all times at very reasonable cost.

## Veterinary Students Encouraged

The Department of Agriculture provides scholarships to Saskatchewan students attending the Ontario Veterinary College who qualify under the regulations of the "Saskatchewan Scholarship Plan for Veterinary Students" and who agree to return to Saskatchewan to practice veterinary medicine.

Fifteen \$100 scholarships are provided for students in first year at the college, and four \$300 scholarships are provided in each of the second, third and fourth years. Students accepting \$300 scholarships will be required to return to Saskatchewan to practice their profession for one year upon graduation for each \$300 scholarship accepted.

The Ontario Veterinary College's quota system now allows only 15 Saskatchewan students to enter each year.

## Disease Investigation Expanded

The veterinary division has expanded its facilities for disease investigation in areas of the province not serviced by a practicing veterinarian.

In connection with the control of Brucellosis, the Bang's disease test agreement has been passed, under which blood testing for this disease is provided free of charge, and blood samples are collected by a veterinarian at a reduced fee. During 1946, 7,439 animals were tested, while up to the end of November in 1947, over 12,000 animals had been tested under the scheme.

Also under the Bang's disease control program is the calfhood vaccination policy, which provides that the Department supply free of charge, vaccine for vaccination of calves in herds as well as free testing of

blood samples from these calves. The number of calves vaccinated under this agreement is increasing annually.

## Additional Assistance

### Fairs and Exhibits

In order that Saskatchewan grain, livestock and other products may be well represented at the Toronto Royal on an equal basis with other parts of Canada, the government has made available a substantial grant to assist provincial exhibitors.

The Department assisted in financing the co-operative exhibit from Saskatchewan which was displayed at the 1947 Quebec provincial exhibition.

### Junior Activities

Agricultural societies operating class C fairs are provided with grants equal to half their total prize money, with a maximum grant of \$250 for societies offering \$500 or more in prize money.

Additional grants are also offered to encourage boys' and girls' work at such fairs.

Further encouragement is provided for junior activities by way of grants to regional shows, at which farm boys and girls congregate for district eliminations preparatory to the larger provincial events, and the number of individual participants in these shows who are given financial assistance to go to the provincial events has been increased to ten.

Each year for the past two years, an Ag. Rep., picked on the basis of his work with junior clubs, has been chosen to accompany Saskatchewan's junior club entrants to the Toronto Royal.

Under a new agreement, the Province receives a refund by subvention from the Dominion Department of Agriculture for approved junior activities, and the agreement also provides for increased grants to junior club activities generally.

The Province now sponsors a forage crop competition for junior clubs, on the basis of graded plots.

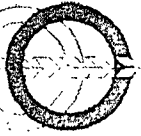
### Other Advances:

Grants are now available for authorized regional seed fairs approved by the director of extension—an encouragement to seed growers.

New poultry regulations recently introduced in four Saskatchewan cities provides for the grading of dressed poultry for resale, thus assuring quality standards for producers and consumers.

The dairy branch has taken over the inspection and licensing of locker plants, and the dairy lab has been consolidated with the public health laboratory to give better service to both farmers and consumers.

Improvements have been made in policies and practices of gathering agricultural statistics, which have resulted in better service being available through the statistics branch.



# **GOVERNMENT IN BUSINESS**

There are five main types of business enterprise operated by the Saskatchewan Government:

1. Those producing consumer goods from primary products,—the woollen mill, the shoe factory.

2. Those producing goods for industrial use,—the sodium sulphate development, the brick plant, the tannery, and the box factory.

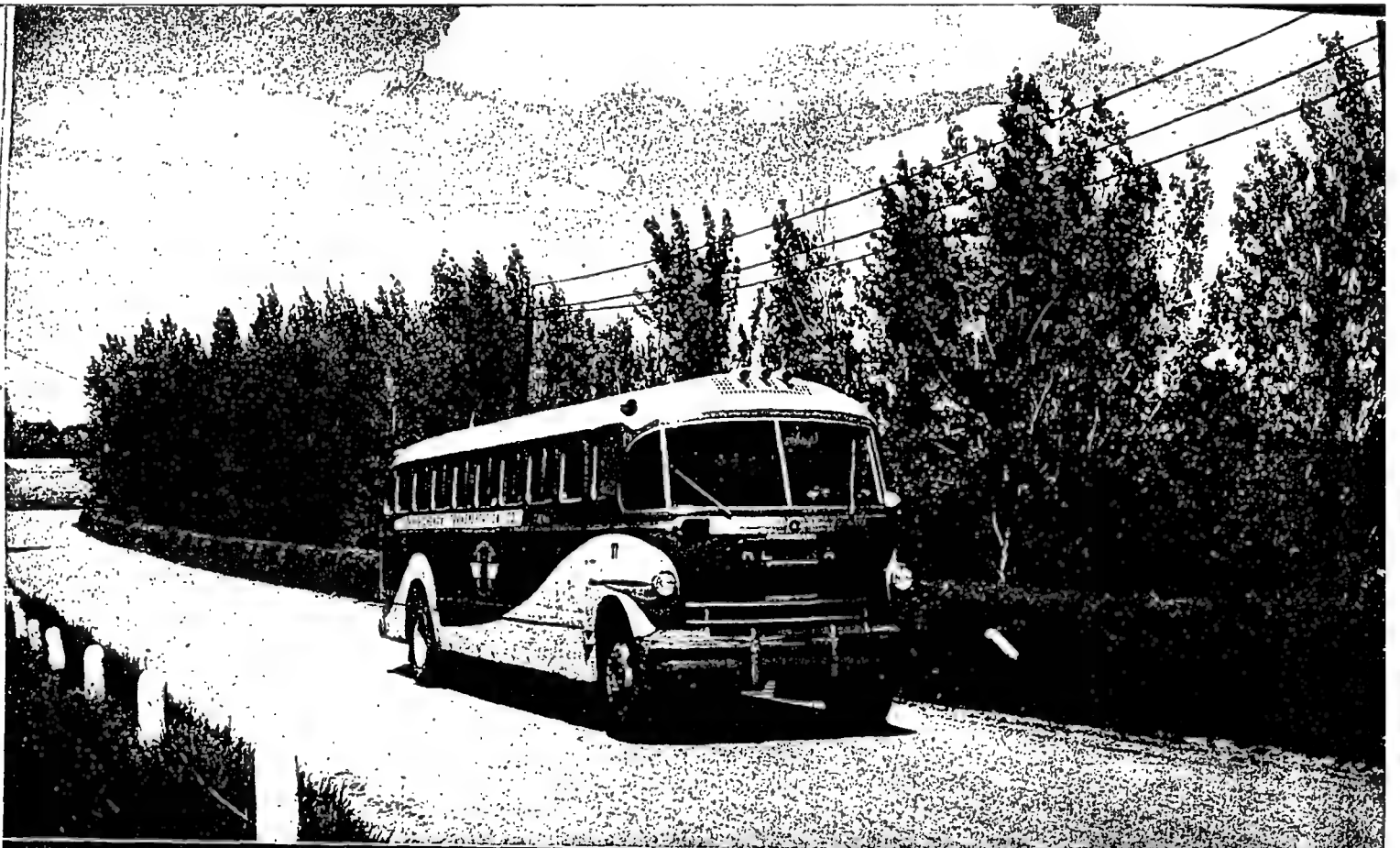
3. Those processing and marketing primary products,—the timber board, the fish board, and the fur marketing service.

4. Public utilities,—the power commission, the telephone system, the bus transportation system, and the government airways.

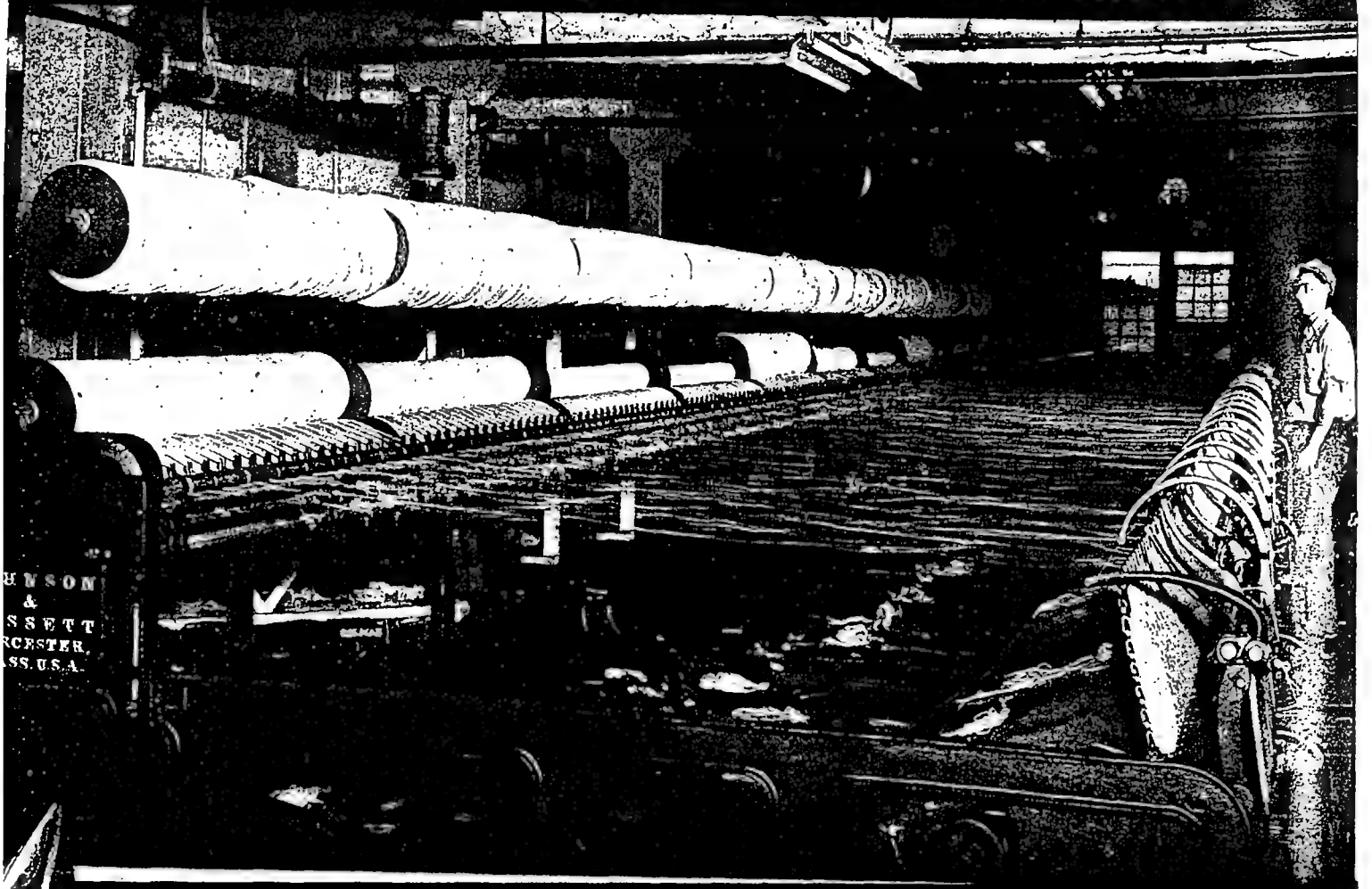
5. Those providing services,—housing, the reconstruction corporation, the government seed cleaning plant, and the book bureau.

In addition to these, the Government Insurance Office provides lower cost insurance for the people of the province, and contributes to provincial revenues from its surpluses, and the Government Printing Company substantially reduces government printing costs.

For the fiscal year ending March 31, 1947, net earnings for all crown corporations, including the Power Commission and Department of Telephones, after depreciation and before interest on capital, amounted to \$2,570,000, a return of 10.6 per cent. on capital invested. Net profits for the period from April 1 to December 31, 1947, after depreciation but before interest on capital, were \$2,640,000, a return of 11.5 per cent. on capital invested.



Government buses serve the province  
government woollen mill at Moose Jaw





## **Saskatchewan Government Industries**

This crown corporation has three divisions, the Wool Products Division, the Leather Products Division, and the Tannery Division. These three industries represent an exploration of an industrial field which private enterprise had not entered in Saskatchewan.

### **The Woollen Mill**

The original crown corporation operating the government woollen mill at Moose Jaw was established in June, 1945. Today the Wool Products Division operates the first and only woollen mill in the province, and draws most of its raw material from the 2,400,000 pounds annual Saskatchewan production. Present output consists mainly of satin bound and plain-edge blankets in a variety of colors, blanket cloth and ski cloth, car robes, suitings and shirt cloth.

The mill also handles customers' old woollen goods, and fleeces, to make many classes of goods on a custom basis. Present staff numbers 120, divided fairly evenly between men and women workers.

### **The Shoe Factory**

The Shoe Factory, operated in Regina by the Leather Products Division, commenced production in August, 1945, when men's and boys' work boots began coming off the production lines. Recently felt shoes were added, and other leather products may be manufactured in the future.

The government factory is the only shoe factory in the province. Present staff numbers approximately 35 employees.

### **The Tannery**

Commencing production in Regina in April, 1946, the Government Tannery, only full scale tannery in the province, was established to supply the government shoe factory with upper leather, and garment and glove leather for sale to outside consumers.

Beef hides used by the tannery are purchased through Saskatchewan packing houses, city butchers and from farmers. All horse hides are obtained from the Horse Co-operative Marketing Association in Swift Current.

Present staff numbers approximately 15 persons.

## **Saskatchewan Minerals**

This crown corporation has two divisions, the Clay Products Division, and Saskatchewan Sodium Sulphate.

### **The Brick Plant**

Purchased by the government in 1944, the brick plant operated by the Clay Products Division at Estevan is now in its third production season, and is producing both common and face brick, and building tile.

After coming under government ownership, the plant was modernized, and the machinery, formerly steam operated, put on electric power, a new power line having been run out to the plant.

The Ceramics Department of the University of Saskatchewan has co-operated with Saskatchewan Minerals in tests and research aimed at developing products of the highest possible quality. The corporation also owns deposits of other types of clay which it is proceeding to develop for other ceramic products. During the operating season of 1946, from April to December, up to 81 men were employed at the plant.

### **Clay Mining and Marketing**


The Clay Products Division also conducts the business of mining and marketing the clay resources of the province. The government entered this business in August, 1947, to obtain a return from the depletion of this resource, to establish clay mining on a more permanent and rational footing, and to provide a basis for expansion of the industry and maximum utilization of the province's clays.

Under the government operation, clay mined will be subject to quality control and prices will be set according to grade. Prior to the government taking action, Saskatchewan had been depleted of its clay resources for many years to the extent of 30,000 tons a year without any remuneration being paid to the province.

Ceramic authorities have found Saskatchewan clays among the best on the continent, with material strength greater than any on this continent or in England.

### **Saskatchewan Sodium Sulphate**

The Government has established a plant at Chaplin with an ultimate annual capacity of more than 100,000 tons. It will turn out a product of high rated purity from a supply of raw material estimated to last 100 years. At full capacity, between 35 and 40 persons will be employed.



Sodium sulphate is an essential ingredient for the rapidly expanding kraft paper industry, and is also used in glass and soap manufacture. The Saskatchewan deposits of the mineral are the largest natural deposits in North America.

Three reservoirs, a garage, a machine shop, two 40-foot dry salt bins, and staff housing accommodation have been constructed, and additional building is continuing, including the processing plant, pressure room and additional housing accommodation. The three reservoirs at the development site were completely filled in 1947. A fourth reservoir is planned for 1948.

## **The Saskatchewan Lake and Forest Products Corporation**

This crown corporation has three divisions, the Timber Board, the Fish Board, and the Box Factory. Head offices of the parent company and its three divisions are in Prince Albert.

### **The Saskatchewan Timber Board**

Established in September, 1945, with the purpose of providing a more satisfactory method of marketing timber products, the Timber Board was a step in the Government's program of marketing the natural resources of the province in an orderly manner.

The Board handles all timber products cut from crown lands, with the exception of fuel wood, as well as other timber for operators on private lands who wish to make use of the service. Under new regulations, all timber for re-sale off crown lands remains the property of the people of the province and is turned over to the Board at railhead where it is stored in stockpiles for seasoning and subsequent distribution.

The Timber Board works closely with the Department of Natural Resources, which conducts research to improve methods used in cutting and processing timber, and to promote conservation of the province's timber resources.

### **The Saskatchewan Fish Board**

The Fish Board is an amalgamation of the earlier Saskatchewan Fish Products and the Saskatchewan Fish Marketing Board, two agencies established by the Provincial Government following an appeal for such action on the part of certain northern fishermen and a survey by the Department of Natural Resources to learn what the majority of fishermen desired.

The Saskatchewan Fish Board receives fish from the fishermen, processes it where necessary, and markets it. Most Saskatchewan fish is exported, making it imperative that buying, processing and packing are conducted in the most efficient manner possible.

The Board handles all fish from Wollaston Lake, and within a 75-mile radius of Meadow Lake, Lac la Ronge and Beaver Lake. It will market about half the province's estimated production for 1947.

Through its activities, the Board is playing an important part in the reorganization of the fishing industry being undertaken by the Government. The new policies are designed to preserve markets for Saskatchewan fish through strict grading and inspection and proper filleting where necessary and to make fishing a sound long-term proposition for Saskatchewan fishermen through scientific allotment of catch limits and other conservation measures.

Fish warehouses are maintained by the Board at Prince Albert, Flin Flon and Meadow Lake.

### **Fish Plants**

One portable quick freeze plant working out of Meadow Lake, one stationary cold storage plant at Beaver Lake and one at Lac la Ronge, are operated by the Saskatchewan Fish Board.

Establishment by the Government of these plants allows fishing to continue on certain lakes, designated B lakes, which otherwise, under Dominion fishing regulations agreed to by the provinces of Alberta, Saskatchewan and Manitoba, could not be fished for export or for distribution in Saskatchewan.

Expert inspection and filleting in government plants allows export and provincial distribution of a high-quality fish product, and employment of fishermen and processors who would otherwise be unable to find employment in these areas.

### **The Box Factory**

Expropriated in November, 1945, because the former owners attempted to evade a provincial Labor Relations Board order to conclude a collective bargaining agreement with their employees, The Saskatchewan Box Factory at Prince Albert is operated by the government.

In the period since being taken over by the government, the factory has been reorganized for more efficient production. Three successive wage boosts have brought the average hourly rate of pay to 70 cents, an increase of 25 cents per hour over former average rates.



Products of the plant include packing cases of all kinds, bee supers, grain doors for freight cars, fur stretchers, and other wood products. The Box Factory employs more than 100 workers.

An advisory labor-management committee, consisting of union-sponsored employee representatives and management representatives, has been established to discuss production and safety problems and general employee welfare.

## **The Saskatchewan Fur Marketing Service**

The Government's Fur Marketing Service, established in November, 1944, is the only government-operated fur agency in North America, and provides facilities for the first time in the province for the auction sale of furs.

The Service does not buy furs, but receives them from ranchers and trappers for sale at auctions held at the Fur Marketing Service Building in Regina. During 1944-45, first operating season, \$526,000 worth of pelts were sold. During 1945-46, \$1,350,000 worth were sold, bringing the total for the first two years of operations to \$1,876,000.

More than 7,000 individual trappers and ranchers have shipped furs to the government fur service since its inception. Furs are graded by experts, and facilities and equipment are the most modern and efficient available. The agency takes a small sales commission to defray operating expenses but the Fur Marketing Service was designed as a service to Saskatchewan's fur trappers and ranchers rather than as a profit-making enterprise.

## **The Saskatchewan Power Commission**

With more new services connected in 1946 than in the entire ten year period, 1931 to 1941, and notwithstanding two general rate reductions to consumers in 1945 and 1946, the Saskatchewan Power Commission showed an accumulated surplus in 1946 for the first time in 16 years.

The \$231,417 deficit, accumulated up to 1944, has been wiped out, and net profits were \$32,377 in 1944, \$156,835 in 1945, \$414,282 in 1946, and \$632,774 in 1947.

A third general rate reduction became effective on July 1, 1947, bringing the standard rate for electrical power in the province to 9 cents per kilowatt hour. Some larger centres will have rates reduced to a basic 8 cents. Previously, more than 20 different rates, including some as high as 15 cents per kilowatt hour, had been charged.

By incorporating Dominion Electric Power Ltd., the Prairie Electric Power Company Ltd., and the Saskatchewan properties of Canadian Utilities Ltd., and by building new lines and plants, the Power Commission has added more than 1,000 miles of lines, and was serving over 100 more towns and over 15,000 more customers in June, 1947 than in 1944. In the two years, 1945 and 1946, 4,600 new services were connected, 500 of them rural. More than 250 towns and villages are now serviced.

To make possible more efficient use of low-cost fuel in the Estevan area, an expansion program has been conducted, with Estevan power now providing the base load for a system covering southern Saskatchewan below Bulyea, with the exception of one small area east of Regina. A new line from Estevan to Stoughton was opened in December, 1946, as the first link in the proposed 200-mile trunk distribution for eastern Saskatchewan.

Another new development is the establishment at Unity, in the northwestern part of the province, of the first generating unit to use natural gas.


## **Compensation to Communities**

To reimburse communities whose tax revenues have been adversely affected due to the taking over of private power companies by the Power Commission, the government has established a compensation plan under which cities, towns, and villages which formerly received taxes from private power companies may have a five per cent. surcharge on electrical power collected by the Commission and turned over to the local communities. The plan is optional, but in any case this reduction in rates greatly exceeds the five per cent. surcharge in lieu of taxes and will reduce the net cost of light and power in the province, and aid municipal financing at the same time.

## **Saskatchewan Government Telephones**

Increased telephone facilities in Saskatchewan, to cope with a heavy and increasing demand for services, have been provided during the past two years.

Local subscriber stations in operation increased 16.5% from 47,200 in July, 1944, to 54,924 in December, 1946. Long distance calls completed during a twelve month period increased by 33 per cent. from 1944 to 1946. To meet this increased demand, toll line facilities have been augmented, to the extent that materials and apparatus were obtainable, and new circuits have been added. An additional 2,626 wire miles of



copper were strung, providing 1,313 circuit miles, and special toll line apparatus was installed providing more than 3,000 circuit miles, a total of 4,408 circuit miles.

Toll line facilities have been expanded into new territory, providing connections to 13 points not previously served, and 13 points operating as toll offices have been provided with government-owned local exchange service.

All administrative functions of the government telephone system were assumed on June 1, 1947, by the newly-formed crown corporation, Saskatchewan Government Telephones, as authorized by the 1947 session of the legislature.

## **The Saskatchewan Transportation Company**

In January, 1946, a crown corporation was established to take over operation of the province's bus transportation system. Today, with the exception of certain inter-provincial routes and a few local services, all bus routes in Saskatchewan are operated as a public enterprise.

The Saskatchewan Transportation Company owns 55 buses, 18 of which are 41-passenger vehicles, largest ever to operate in the province. Thirty routes, covering 4,347 schedule miles, are operated, and schedules are to be extended to serve new areas, with the needs of the localities to be served the first consideration.

Main bus depot of the system is in Regina, with a large new depot under construction in Saskatoon, and a modern building bought from the Greyhound Company serving Prince Albert. The corporation employs 230 persons.

## **Saskatchewan Government Airways**

This new crown company, formed in August, 1947, with headquarters and flying base in Prince Albert, operates the provincial government's northern air services, including regular scheduled airline flights covering all important settlements in northern Saskatchewan. Existing air services were augmented by purchase by the government of M & C Aviation Company of Prince Albert, including all its physical assets, its wholly-owned subsidiary, Aircraft Skis Limited, and the oldest scheduled air service in Canada.

The new commercial airline provides a service never available in the past. Passenger and freight rates have been reduced considerably from ordinary commercial levels in order to encourage northern development through cheap air transportation.

## **Saskatchewan Government Insurance Office**

The Saskatchewan Government Insurance Office was established in March, 1945, with authority to handle a wide range of insurance. It now has a staff of 70 employees occupying a modern, well-equipped office in down-town Regina, branch offices in Saskatoon and Prince Albert and 650 agents throughout the province.

Since the business began more than 30,000 policies of various types have been issued. Premium income, exclusive of operations under The Automobile Accident Insurance Act, totalled \$973,342.10 up to March 31, 1947. Of this amount, \$642,995 came from fire insurance, \$186,644 from ordinary automobile insurance, and \$143,701 from various other types, including wind-storm, liability, cargo, burglary, and plate glass insurance. The enterprise now transacts the largest volume of insurance business in Saskatchewan.

Government insurance rates have been about 10 per cent. lower, and in some cases, as much as 25 per cent. lower than the average for private companies, many of which have reduced their own rates 5 to 10 per cent. as a consequence.

A two-year surplus of \$66,761.48 on its ordinary insurance business has been turned over to the Government Finance Office by the Government Insurance Office.

Of total assets of \$1,783,049, which includes assets under the auto insurance plan, \$1,557,255 is in the form of investments, 97 per cent. of which is in Saskatchewan securities. The government is saved considerable interest charges on this portion of the public debt.

Under 1946 legislation, institutions receiving regular provincial government grants are required to take out their insurance with the Saskatchewan Government Insurance Office. For the approximately 6,000 schools and 100 hospitals and other health institutions affected, this means lower cost insurance. Average savings to school units has been \$100 to \$300 per year, and one hospital alone is making a saving of \$139 per year.

Another 1946 amendment provides that certain individuals who are required by provincial law to take out bonds or licences must secure them from the Government Insurance Office. This has also meant lower costs to those affected.

(For information about The Saskatchewan Automobile Accident Insurance Act turn to section on Social Welfare.)



## The Printing Plant

The Saskatchewan Government Printing Company, a crown company operating the printing plant purchased from a private owner in 1945, turned out approximately one-half the government's entire printing requirements in its first year of operation, and using the normal trade price list earned more than \$25,000 on \$108,000 worth of printing.

The plant has been modernized, new machinery installed and staff increased to 32. On the basis of the original purchase price of \$85,000, it is estimated that the plant will pay for itself in two and one half years. All surpluses are returned to the provincial treasury.

## Government Seed Cleaning Plant

The field crops branch of the Saskatchewan Department of Agriculture undertook to operate the Dominion Government Seed Cleaning Plant in Moose Jaw on August 1, 1941 and ownership was transferred to the province late in 1945. The plant is operated as a public utility for the cleaning of seeds of cereals and forage crops for any person or organization who wishes to use its facilities. It is equipped with specialized machinery for cleaning to registered seed grades. New cleaning machinery was installed and a warehouse built in 1946.

The volume of seed cleaned has increased yearly. A noteworthy fact is the increased use of the plant by private growers of registered and certified seed. In the first year of operation of the plant, 759,820 pounds of cleaned grass seeds and 52,937 bushels of cereal seeds were turned out. During the 1946-47 season, 651,779 pounds of cleaned grass seeds and 316,761 bushels of cereal seeds were processed.

## Saskatchewan Reconstruction Corporation

This provincial government agency, a crown corporation established to handle purchases from Dominion War Assets Corporation, has bought a large quantity of equipment for government departments, including jeeps, automobiles, tractors, airport buildings, kitchen and dormitory supplies, hospital supplies and fire fighting equipment. Machine shops and repair depots, established in Regina and Prince Albert from reconverted armed services buildings, are operated by the Reconstruction Corporation to service automotive equipment used by government departments and crown corporations and to provide machine shop services for various government industries. These shops employ 60 men, most of whom are veterans.

## Activity in Housing

Government activity in housing has been mainly concerned with reconversion of former armed services buildings in various parts of the province.

The Saskatchewan Reconstruction Housing Corporation, established by the government in 1945 to develop housing facilities for veterans, had made nearly 550 housing units available in various cities and towns throughout the province by the time it handed over its responsibilities to a branch of the Department of Reconstruction and Rehabilitation. Among the centres in which housing units have been provided are: Regina, Moose Jaw, Saskatoon, Swift Current, North Battleford, Prince Albert, Weyburn, Estevan, Humboldt, and Regina Beach.

In recent housing construction projects a three-way program has been in operation: the municipality in which the project is located provides location for the building and freedom from taxation during the period of emergency, the Saskatchewan government housing authority builds and operates the suites, and the Dominion Central Mortgage and Housing Corporation assists by means of grants. It is expected that the program will be expanded by between 50 and 60 new suites in other parts of the province.

## Community Apartments

Outstanding in the provincial government's housing program is the Community Apartments development established by the government at Saskatoon for veterans attending the University or taking Canadian vocational training.

Suites for 185 families have been provided. The 370 adults living at Community Apartments have organized life at the Apartments co-operatively, and govern themselves through an elected council. A communal dining hall cafeteria provides meals for residents. Of the 125 children living at the Apartments, very few are of school age.

A supervised nursery is provided for the children, who also receive a weekly health check-up. Rentals for the apartments range from \$15.00 to \$35.00 per month.

A housing project is also being operated for veterans and their families at Regina.

## Government Trading Posts

Established in connection with the opening of Wolaston Lake to commercial fishing, the new government trading post at the lake, nearly 440 air miles north of Prince Albert, supplies fishermen in the area with provisions, which are taken in by tractor train. Other posts have recently been established at Lac la Ronge, 190 miles north of Prince Albert, at Snake Lake, 75 miles northwest of Lac la Ronge, and at a number of other points in the northern areas.



Our frontier is the Sub-Arctic . . .  
. . . northern Saskatchewan resort, Waskesiu







## **PLANNING OUR RESOURCES**

**For years many of the most important of Saskatchewan's natural resources have been subjected to wasteful private depletion and destruction through neglect. Little concern was shown for planning for long-term benefits.**

**In the utilization of Saskatchewan's natural resources immediate returns took precedence over planning for sustained yields. The result has left certain resources, particularly timber resources, in need of drastic conservation measures.**

**The aim of government natural resources policy is to promote wise utilization of our resources so planned as to give steady year-by-year returns to those engaged in commercial fishing, trapping, and timber operations.**

**Only through planning the use of these resources can "feast and famine" policies be prevented, and a steady yield from our resources mean a more secure livelihood and a more bountiful heritage for citizens of the province.**



## **Forest Policy**

Central in the government's re-organization program in Saskatchewan's forest industry have been timber berth reclamation and orderly cutting and marketing of timber products. Timber berths are forest areas in which timber-cutting rights have been leased in the past to private operators.

These policies have been developed to bring the Saskatchewan forest industry more directly under public control and to promote conservation and wise utilization of forest resources.

By November, 1946, 160,000 acres of timber area had been reclaimed at a cost of \$150,000. Timber on all Crown lands in the province, with the exception of 151.99 square miles of berths held by private operators, and a few areas under special permits, is now under direct public ownership.

Timber cutting on crown lands has been put on a planned basis, with private operators permitted to cut only by contract with the government.

The Saskatchewan Timber Board, a crown corporation, receives and markets all timber from crown lands, with the exception of fuel wood. This crown land timber now remains the property of the people of the province and is turned over at railhead to the Board.

Under a special agreement with The Pas Lumber Company, largest single timber operator in the province, the provincial government recently took over 15,000,000 board feet of timber, formerly held by the company, which agreed to construct a \$100,000 high utilization saw mill as a conservation measure in securing the highest possible utilization from the timber remaining on the 68 square miles of timber berths held in the vicinity by the company. Total holdings by The Pas Lumber Company in the province total 123.18 square miles compared with 224.19 square miles held three years ago. The government has an option to purchase the mill, which will save from 8 to 20 per cent. of the timber formerly wasted.

(See also: "Saskatchewan Timber Board," page 26.)

## **The Saskatchewan Forestry School**

Established by the Department in July, 1946, to assist men reach field officer standards, the Saskatchewan Forestry School in Prince Albert is the first one in the three prairie provinces.

Twenty students, taking natural resources courses on fish, fur and minerals as well as scientific and practical forestry, graduated in June, 1947, after completing the first 11-month course.

The school's object is to provide trained men to manage and rejuvenate the province's timber resources. All members of the first class joined the Department as junior field officers, although they are free to seek employment wherever they choose.

## **"Smoke Jumpers"**

As a major step in the program to detect and suppress forest fires, the Department has opened a school for training parachute jumpers.

Established in Prince Albert in May, 1947, and to be continued in future years, it is the first such government school in Canada. This year, eight men completed a six-weeks course, and during the fire season stood by in Prince Albert where they could be readily transported by a Norseman aircraft to any part of the province. "Smoke Jumpers" have been used extensively in the United States, and their ability to suppress fires rapidly and efficiently in remote areas will prevent the destruction of large areas of forests as well as save the province thousands of dollars annually.

## **Development Roads**

In order to open up new cutting areas, and to provide more adequate fire protection, development roads are being pushed into the more remote areas in the north.

In 1946 alone the Department built or reconditioned 540 miles of roads, 249 of which were new grade. The program will be speeded up this year, with the expected completion of the road to the Dore-Smoothstone lake cutting area, location of the province's largest virgin timber stand.

This work is carried out by the recently formed construction branch, which also buys and maintains Department vehicles and equipment.

## **Aerial Photography**

An accurate inventory of Saskatchewan's timber resources, preliminary to establishing a sound cutting policy based on sustained yield, is the purpose of the Department's aerial photography program.

Begun in the winter of 1947, more than 2,300 square miles of forest area have now been photographed by a special camera carried in an Anson aircraft. Aerial photography is the most economical and most efficient way to determine available timber stands.

## **Forestry Royal Commission**

A 218-page report, issued in May, 1947, and fruit of months of travel during which the royal commission set up by the Saskatchewan government made a thorough study of Saskatchewan forestry, contained a large number of recommendations for the preservation and development of Saskatchewan's forest resources.



Prevention of forest fires was the most urgent problem facing Saskatchewan's timber industry, the report stated.

The commission warned that "the end of Saskatchewan's softwood industry on an expanded scale is in sight" because the chief lumber species would not last more than five years at rates of consumption being carried out previous to restrictions imposed within the last two years. Expert forest management and planned production was necessary.

Other recommendations include: appointment of a three-man advisory board to promote forest conservation, fire protection, and efficient management of forestry affairs and make recommendations to the minister; a complete forest inventory; silvicultural treatment of forests to assure a new crop; abolition of regulations permitting farmers in forest areas to cut saw timber for their own requirements and adoption of a policy of financial assistance to them for purchase of certified requirements; representations to the Dominion for a federal pathology station to combat forest diseases; construction and maintenance of roads into timber cutting areas; provision of additional fire towers and communication equipment; restriction on hay cutting in forest areas; establishment of at least one well-equipped nursery.

In presenting the report, Chairman Frank Eliason stated, "The value of commissions depends upon whether or not their recommendations are implemented. In this case we find that a majority of our recommendations have already been accepted and put into effect".

A minority report urged that forest resources be administered by an administrative committee responsible to the legislature, in this way assuring long-term continuity of forest policy.

## Northern Radio Service

Designed primarily for protection against forest fires, the radio communication system being developed by the Department of Natural Resources is now being used extensively in general administration work. It provides aircraft flying out of Prince Albert with on-the-spot weather reports, and handles commercial messages for northern residents.

Extension of the service will soon enable departmental officials to talk directly by radio-telephone with field men north of Prince Albert. New stations have been built at Prince Albert and Lac la Ronge, while other key stations are located at Meadow Lake and Hudson Bay Junction. There are 91 receiving and transmitting stations in the network.

## Fish Policy

Complete re-organization of Saskatchewan's fishing industry, designed to bring stability and security into the lives of commercial fishermen through scientific management of fishing lakes and proper marketing, has brought considerable changes into fisheries administration.

For the first time, the results of thorough research determine catch limits, in harmony with long-term conservation policies, and markets for Saskatchewan fish are being preserved through strict government grading and inspection. In the case of fish from designated B lakes, which, under Federal regulations, cannot be fished for distribution in the province or for export unless filleted, filleting services are provided in government plants when market conditions warrant.

The Saskatchewan Fish Board, a crown corporation operating cold storage plants in which filleting is carried on, hopes to market up to 5,000,000 pounds of fish this year, about half the estimated annual Saskatchewan catch, if United States market conditions are satisfactory. The Board operates mainly within a 75-mile radius area of Meadow Lake, Lac la Ronge, and Beaver Lake where plants are in operation.

Through scientific planning and the efforts of Saskatchewan's fishermen, the industry is being established on a sound, long-term, stable yield basis.

(See also: "Saskatchewan Fish Board," and "Fish Plants," page 26.)

## Fisheries Inquiry

An inquiry into problems of the commercial and game fishing industries in Saskatchewan was conducted by a Royal Commission set up in 1946.

The 200-page commission report, presented in March, 1947, recommended that serious effort be made to increase the sale of lake fish in Saskatchewan and other Canadian markets, that an educational program be undertaken to acquaint people with the nutritional value of fish, and that marketing centres be established in certain United States centres.

Steps should be taken to bring about an adjustment of express and freight rates on fish shipped from points in Saskatchewan to bring them in line with rates granted to shipping points on the east and west coasts, to have extended to fish products in Saskatchewan the same loading and unloading privileges now given to other commodities, and to secure reduced rates for shipment of fish within the province.

A program for directing sports fishermen to northern lakes and rivers was recommended. The apparent conflict between game and commercial fishing interests in northern lakes should be studied and necessary adjustments made.



Since the fishing industry provides a means of livelihood for many people in northern areas, it is important that this industry be maintained, particularly during depressed periods, through increased efficiency, and if necessary through some form of financial assistance. A number of suggestions as to how the industry might be stabilized were made in the report.

## **Fur Policy**

Conservation through placing beaver and muskrat trapping on a planned basis is the keynote of the provincial government's comprehensive fur development plan, in which the Dominion is co-operating.

The northern half of the province has been declared a fur conservation block, and is being divided into fur conservation areas, with five-man elected councils supervising trapping and conservation measures in each block, under the direction of Resources Department field officers. At the end of the 1946 season 65 fur conservation blocks had been organized, with the approval of both native and white trappers. Trapping rights are reserved to block residents, thus discouraging indiscriminate and wasteful trapping.

Beaver and muskrat, trapped on a quota basis, are marketed under government supervision. Where public funds are used to develop or manage a project the Department retains 20 per cent. of the net selling price. On other locations 10 per cent. is retained. These funds are used for administration and conservation purposes.

No royalties are charged on beaver and muskrats where a percentage is deducted.

In addition, seven new fur conservation blocks financed wholly by the provincial government have been established in the Pasquia and Porcupine provincial forests, first such blocks to be organized south of latitude 53.

## **South Saskatchewan Muskrat Share Trapping Program**

Necessity for the conservation of muskrats led to the establishment early in 1946 of a system of controlled trapping in that portion of the province lying south of a line from Cold Lake on the Alberta border to The Pas on the east.

Trappers filed applications giving the count of muskrat houses in the area they wished to trap, and quotas were established allowing them to take 60 per cent. of the stock, the remainder to be left for propagation purposes to increase production in the coming

years. Results of the program are already apparent in that in the second year of controlled trapping more muskrats were taken than in the first. Under the old system it was often necessary to have alternate open and closed seasons.

## **Beaver Transplanting**

An important feature of the government's new conservation plan is the transplanting of live beaver from southern and central Saskatchewan to northern lakes and rivers.

In the past two years 1,125 beaver have been transplanted, and already they have been invaluable in raising water levels in new and depleted areas. Four crews have been active in putting "nature's engineers" to work through this new program.

The 1947 transplanting program of 627 beaver was the largest to be undertaken anywhere in the world.

## **Services to Fur Farms**

Saskatchewan's fur farming industry, comprising some 600 fur farms, is aided in a number of ways by the Department of Natural Resources. Educational services are made available to fur farmers, disease diagnosis and prevention is also provided, and a depot for distribution of distemper vaccines is maintained, all under the supervision of the supervisor of fur farms. For the first time in the history of the province the services of an animal pathologist have been placed at the disposal of the fur farmers.

Another service is the government's three-day course in fur farming inaugurated early in 1947 and attended by representative fur farmers. It is planned to make this event an annual one.

The Department also plans to establish laboratory and experimental facilities to aid the fur industry.

(See: "Saskatchewan Fur Marketing Service," page 27.)

## **Parks Development**

The government operates seven provincial parks, which are being developed as recreation centres for residents of the province and visitors. Two additional parks await development. Considerable development has taken place, based on long-term plans for park improvements.

During the past two years new cabins have been built, new boats and boathouses provided, roads constructed to serve both as scenic drives and as fireguards, beaches improved, and at one park a complete tourist concession was purchased.

Golf courses in three parks have been extended or improved.



## Industrial Development Branch

The Department's industrial development branch was organized to carry out a program of research into the province's natural resources potentialities. Its technical engineering staff conducts experimental work towards possible commercial development of hitherto unused resources, as well as investigating improved methods of utilizing and marketing resources which already form a part of our industrial economy.

Formal projects included in current work of the branch deal particularly with those resources with which the Department has had administrative control, such as oil, coal, clays, forests, water rights, and non-metallic minerals. Technical assistance will also be rendered wherever possible to organizations interested in other industrial development, such as straw utilization, manufacture of chemurgic products, soaps, fertilizers.

The program to date has included pilot plant work on rock wool manufacture and cracking tests on Lloydminster crude oil; a survey of reserves and improved methods of refining of sodium sulphate; considerable sampling and laboratory test work on clays and sands for brick, pottery, chinaware, and glass manufacture, including a comprehensive report on Saskatchewan's clay and non-metallic mineral resources by Professor W. G. Worcester, ceramic consultant to the Department. Investigation has also been carried forward on the utilization of our newly discovered potash deposits, on the utilization of fish wastes, on the extent of our natural gas resources, and on improved methods of processing lignite coal. Particular attention is given to the larger scale opportunities occurring in areas where natural gas or coal are available.

## Salt Agreement

A \$1,000,000 salt development project, employing about 80 workers, is to be undertaken near Unity under terms of an agreement between the Saskatchewan Government and the Prairie Salt Company Ltd.

Under the contract, the company must have a plant with a 25 ton daily production capacity ready for operation before June 30, 1948, with a production minimum of 7,500 tons annually to be maintained after December 31, 1949. The government has first right to purchase salt for its own use at an agreed discount and has first option to purchase the plant.

The company is required to give preference to the Saskatchewan market in selling its products, and to Saskatchewan residents in selection of working personnel. The government will collect a royalty of 30 cents per ton, or 3 per cent. of net manufactured sale price of bulk salt, whichever is greater.

The company will retain exploration rights on seven and one half townships for the first three years,

after which it will have exclusive production rights for eighteen years on the 1280 acres where its refinery is built, and will pay a nominal rental for this area.

## Taxation and Royalties on Minerals

Under The Mineral Taxation Act, 1944, owners of minerals or mineral rights in Saskatchewan have for the first time paid a tax on acreage at the rate of 3 cents on every acre, and in certain areas proclaimed as producing areas, a rate of not more than 10 mills on the assessed value of minerals.

Certain royalty agreements have been re-negotiated. Royalties paid to the province by the Hudson Bay Mining and Smelting Company at Flin Flon have increased from \$178,808 in 1944 to an estimated \$1,000,000 in 1946. An agreement with the company in 1945 included a new formula providing substantially increased royalties from metal mining. Royalties are now computed as 5 per cent. of the market value of the minerals, or 10 per cent. of the gross profits, if this is a lesser amount.

During the first three years of operation of new mines, and in any mines where there is no gross profit, the royalty formula previously in force applies.

## The Northern District

More efficient administration of the province's resources in fish, fur, timber and minerals in the far north was the reason for establishment of the northern district in September, 1946. It is the fourth natural resources district in northern Saskatchewan, the other three being located at Meadow Lake, Prince Albert and Hudson Bay, and covers the unsettled half of the province.

District officials, in co-operation with other government departments, are responsible for building up the isolated communities and placing their economies on a more stable basis. One of the most important developments is the introduction of sawmills at Lac la Ronge, Snake lake and Cumberland House, which will provide lumber for new homes to replace log shacks now in use.

## Northern Administrator

A northern administrator to co-ordinate activities of all government departments operating roughly north of Montreal Lake, supervise all activities of the natural resources department, and administer local affairs in the northern area has been appointed.

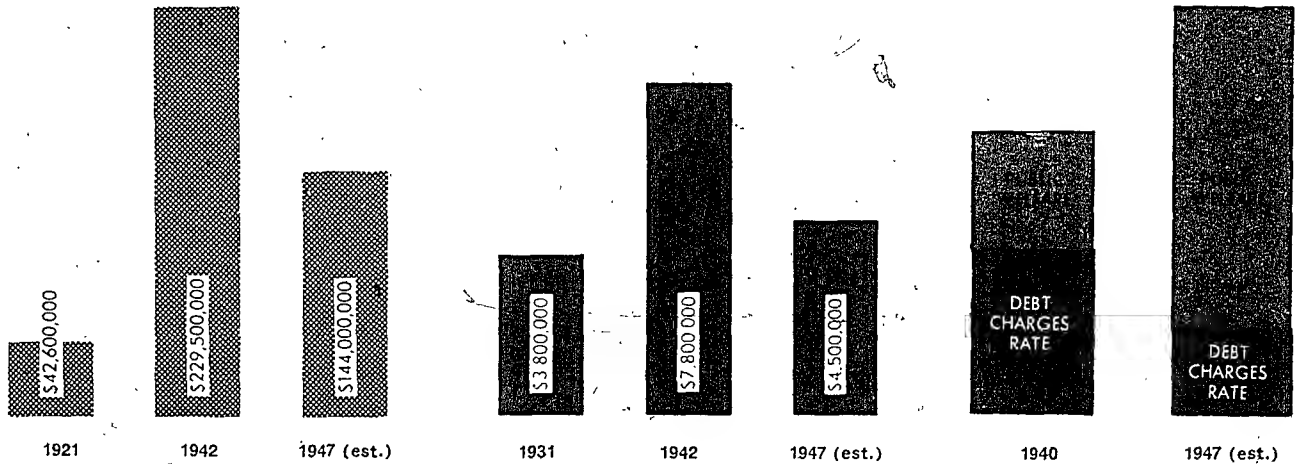
The northern administrator has made his headquarters at Prince Albert.

## Fish Fry Distribution

The Saskatchewan Government fish hatchery at Fort Qu'Appelle distributed 42,000,000 fish fry in 1946, and 36,500,000 fry in the spring of 1947 in provincial lakes as part of its program of providing adequate supplies for commercial fishing and angling.

# FINANCES AT A GLANCE . . .

## THE DEBT POSITION

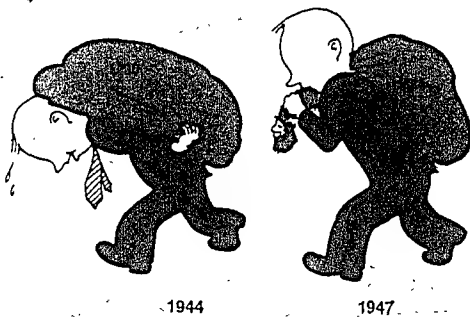


The above diagram shows Saskatchewan's net debt for the years 1921, 1942, and 1947 (estimated).

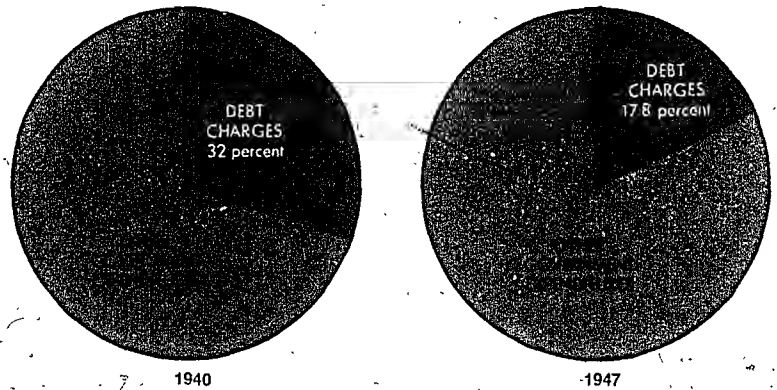
Compared above are the rates of annual debt charges for the years 1931, 1942, and 1947 (estimated).

Diagrammatically illustrated above is the dramatic changes in the ratio between the rate of debt charges and expenditures on "public welfare" of the years ending in 1940 and in 1947.

## PER CAPITA NET DEBT

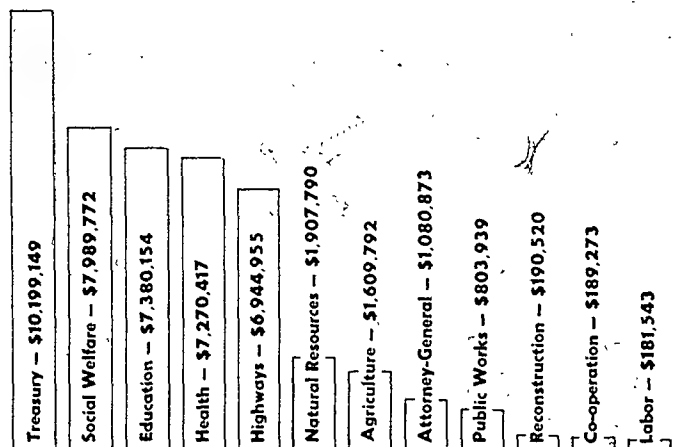
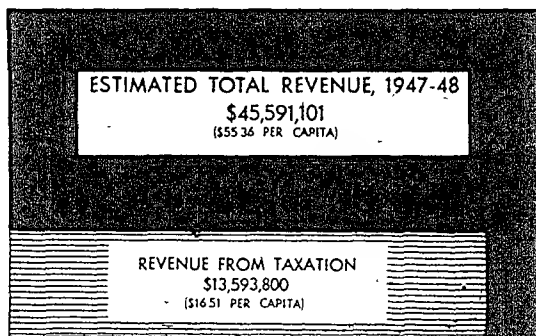


The per capita net debt will have decreased approximately \$61 between 1944 and 1947.

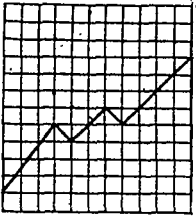


The proportions of total government expenditures devoted to debt charges for the years 1940 and 1947 are compared in the diagrams above.

## REVENUE AND EXPENDITURE



Estimated Departmental Expenditures, 1947-48.



## **STATEMENT OF FINANCES**

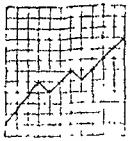
Even within provincial limitations much can be done in the raising and allocation of revenues to further the principle of social responsibility.

In Saskatchewan, the first problem was to put provincial government finances on a firm footing through debt reduction, whereby annual debt charges might be reduced, through removing the regressive features of provincial taxation, and through increasing revenues from those holding or utilizing natural wealth belonging to the people of Saskatchewan.

The greater financial resources thus made available could then be used to implement the government's expanding social policies.

No longer in Saskatchewan is the success of governmental financial policy considered to be in inverse proportion to the size of the budget. The growing size of Saskatchewan's budgets during the past few years reflects an expansion in positive tasks of social betterment assumed by the government.





## The Budgets

Budgets are at once an indication of the state of health of an economy and the state of mind of the governments which bring them down.

There are three outstanding features of the budgets brought down by the Saskatchewan government since 1944. First, they have provided for greater expenditures and correspondingly greater revenues than any previous budgets; second, the larger expenditures have been mainly channeled into expanded health, education, agriculture, social welfare and highway services; and third, the expanded public welfare provisions have been accomplished without significant increase in taxation for ordinary government purposes, but actually with a reduction in taxation. Only increases were a one-cent levy on gasoline in 1945 and a two-cent levy in 1947 to replace in part the three-cent Dominion gasoline tax. Entire revenue from gasoline taxes is used for highway construction and maintenance.

In each of the three budgets, the Provincial Treasurer provided for a surplus.

### The Budget For 1945-46

Estimated revenues for the 1945-46 fiscal year were \$36,243,335, with expenditures estimated at \$36,212,143. Public health estimates increased \$1,100,000, education estimates \$700,000, and highways \$1,500,000, above those of the preceding year. Old age pensions were increased by \$3 per month, and mothers' allowances \$10 per month, bringing estimated expenditures of these two social welfare branches up by \$1,350,000.

### The Budget For 1946-47

Revenues for the 1946-47 fiscal year were estimated at \$40,031,335 and expenditures at \$39,996,889. Nearly \$9,000,000 additional expenditure was budgeted for on capital account. The Education Tax was removed from all foodstuffs, including meals and lunches. This tax reduction means an annual saving of \$2,000,000 to the people of Saskatchewan.

Expenditure for health increased more than \$2,250,000 above the previous year, highways more than \$1,650,000, and education a further \$400,000.

### The Budget For 1947-48

Estimated revenues for the 1947-48 fiscal year totalled \$45,591,101 with expenditures estimated at \$45,571,114. An additional \$12,506,695 was budgeted for on capital and telephone accounts. The Education

Tax was removed from a number of classes of goods, old age pensions were increased a further \$2 per month, and an additional two-cent tax on gasoline was imposed to replace in part the three-cent federal gasoline tax which was discontinued by the Dominion. Estimates of expenditure on education increased by \$1,300,000, social welfare by \$750,000, and highways by \$1,000,000. Estimated expenditure on agriculture was almost doubled from the previous year, and there were substantial increases estimated for health, labor, co-operatives, and natural resources.

## Debt Reduction

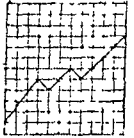
Since July, 1944, a total reduction of \$70,562,000 in the net provincial debt has been made, by meeting maturing bond issues, refunding at lower interest rates, making payments on the 1938 seed grain debt, increasing the amount in sinking funds, and by concluding an agreement with Ottawa which reduced the treasury bill account by \$44,000,000. This represents a reduction from \$230 to \$169 in the per capita debt of the province, and has resulted in an annual saving in debt charges of \$1,783,000.

Reflecting Saskatchewan's healthy financial position, the prices of provincial bonds maintain a high level in money markets. Saskatchewan 4% bonds due in 1956, for example, were quoted at 104 in July, 1947, whereas in April, 1945, their price was 84. Five per cent. bonds due in 1958 were selling at 91½ two years ago. They had risen to 113 one year ago and were selling at 116 in July, 1947.

## Tax Reduction

The removal of the Education Tax on foodstuffs, which went into effect September 30, 1946, means a saving of an estimated \$2,000,000 a year to Saskatchewan consumers. By an amendment to the Education Tax Act, the two-per cent. tax was removed from all foodstuffs, including meals and lunches, groceries of all kinds, meats, fruits, vegetables, soft drinks, candy and confectionery.

A further saving of approximately \$300,000 a year to consumers was made by the removal of the Education Tax on weed control chemicals, weed sprayers, animal feeds, drug prescriptions, patent medicines, soaps, cleansers and second-hand goods. This tax reduction was made at the 1947 session of the Legislature.



## Farm Debt Reduction

Saskatchewan's farm debt has been reduced by \$370,940,780 during a nine year period, leaving an estimated balance of \$97,486,052 at December 31, 1946. Total farm debt on December 31, 1937, was \$467,426,832.

By July, 1944, the farm debt of Saskatchewan stood at \$232,109,656. This was reduced 25 per cent. in the following six months, a further 30 per cent. during 1945, and 20 per cent. during 1946, leaving the total at \$97,486,052 at the end of last year.

## New Private Business

Demonstrating increased interest in Saskatchewan on the part of private business, new business capitalization in the Province in 1946 was eight times that of 1944. In 1944 74 new companies, with an aggregate capitalization of \$3,000,000, were incorporated in Saskatchewan, while in 1946 there were 182 new companies incorporated, with an aggregate capitalization of \$24,250,000.

In 1944 there were 201 new partnerships registered while in 1946 this number jumped to 754.

Between July, 1944, and January, 1947, 400 provincial and extra provincial companies have been established with a capital of \$104,000,000, and 1,307 part-

nerships have been formed. These figures include 335 provincial companies with a capital of \$34,000,000 and 65 extra provincial companies with \$70,000,000 capital.

## Budget Bureau

Designed to promote the utmost efficiency and economy in the operations of the government, a Budget Bureau, first of its kind in Canada, has been established under the Economic Advisory and Planning Board to make a detailed analysis of budget requirements and expenditures of the various government departments and to keep the provincial treasurer and cabinet continually informed as to the position of departments regarding their expenditure and votes.

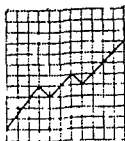
The Budget Bureau also aids the departments in maintaining maximum operating efficiency through attention to accounting systems, size of staff and general office efficiency. The Bureau acts in an advisory capacity to the Provincial Treasurer.

The Bureau was awarded first honorable mention for "its outstanding achievement in the field of public administration in 1946" by the Municipal Finance Officers' Association, an organization composed of top-ranking administrators from all parts of the United States and Canada.

Commenting on the award, the former Bureau Director said that "recognition by the Association is an honor for our province. Saskatchewan is the first Budget Bureau in Canada to undertake the type of scientific budgeting and administration which has been organized here."

## EXPENDITURES OF CERTAIN GOVERNMENT DEPARTMENTS OVER A FIVE-YEAR PERIOD

	1943-44	1944-45	1945-46	11 Months 1946-47	Estimated 1947-48
Public Health	\$1,852,079.51	\$2,142,501.95	\$3,740,748.27	\$6,027,583.76	\$7,270,417.00
Education	4,073,089.94	4,500,789.43	5,389,600.05	5,804,510.74	7,380,154.00
Agriculture	470,180.71	729,237.86	708,757.70	850,012.35	1,609,792.00
Social Welfare	4,609,937.14	5,442,846.18	6,552,254.86	6,684,044.04	7,989,772.50
Highways	2,852,060.26	3,294,788.87	4,658,367.76	6,312,801.30	6,944,955.00
Co-operation	23,473.20	36,726.19	68,793.91	125,428.87	189,273.00
Natural Resources	512,069.59	926,443.99	2,184,611.00	1,500,176.63	1,907,790.00
Labor	56,138.82	71,998.92	113,182.14	146,567.25	181,543.00
Libraries	17,115.96	17,700.52	38,196.37	46,480.22	62,954.00



## Government Finance Office

To handle financial affairs for crown corporations and certain other government bodies, and to administer a revolving fund for encouraging industries in the province, the government has established a government finance office.

The finance office has been given extensive powers over the finances of boards, commissions, offices and crown corporations, including: the receiving of all moneys granted by the legislature for these bodies; assumption by the office of liability for all loans made to these bodies by the crown; borrowing money from banks or loaning agencies; making financial regulations governing operation of these bodies; and other technical services.

The finance office also handles a revolving fund which has been set up to make available to co-operative associations, private persons, firms, corporations or municipalities, loans which will encourage industrial development.

## Government Purchasing Agency

Established in September, 1944, to save the government money by achieving greater efficiency in buying supplies, the Purchasing Agency abolished the necessity for individual departmental buying at retail prices, by making 85% of purchases from either manufacturers or wholesalers. Since its establishment the Agency has made purchases of \$24,220,563.

Favor is given "supplies produced or manufactured in the province, or sold by persons carrying on business in the province". The Purchasing Agency operates independent of any Department, though under the supervision of the Provincial Treasurer.

The Agency has been able to effect purchasing discounts on government purchases including: 25% on carload cement, 30% on coal, 25% on tires and tubes, up to 40% on drugs, 16% on rubber footwear, 29% on lamp bulbs, and 10 to 20% on paint.

Government purchasing through the Agency is saving the province hundreds of thousands of dollars.

# THE DOMINION-PROVINCIAL AGREEMENT

## Taxation Agreement

The Taxation Agreement Act, 1947, ratified a five-year agreement between the Saskatchewan and Dominion Governments, whereby the province will receive approximately \$15,250,000 per annum from the Dominion in return for vacating the taxation fields of personal income taxes, succession duties, and corporation taxes. Payments were scheduled to begin September 30, 1947.

Replacing the wartime taxation agreement which expired March 11, 1947, this agreement is designed:

- (1) to reduce duplication of direct taxation and of machinery for tax collection.
- (2) to give the province a greater measure of stability in revenue.
- (3) to enable Canada to carry out policies intended to maintain high levels of employment and production.

- (a) national health insurance, paying 60% of the cost of a national health program, including medical care and hospitalization.
- (b) social security, whereby the Dominion would assume responsibility for the payment of old age pensions of \$30.00 a month for all over 70 years of age, and contribute 50% of the cost of an Old Age Pension plan for persons 65 to 69 years of age who are unable to care for themselves; and whereby the Dominion would accept full responsibility for all unemployed persons.
- (c) public investment, with the Dominion sharing the cost of certain provincial and municipal work programs.

## Early Dominion Proposals

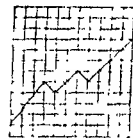
The agreement concluded a series of Dominion-Provincial conferences and meetings dating from August, 1945.

Among the early Dominion proposals, pre-supposing the entry into an agreement by all nine provinces, were that the Dominion enter upon a program of:

## Further Negotiations

The provinces, including Saskatchewan, submitted detailed briefs in reply to the Dominion proposals, and further conferences were held.

Saskatchewan, Manitoba and New Brunswick, individually accepted the Dominion's \$15 per capita subsidy formula. British Columbia was given an upward adjustment of the 150% of the wartime grant formula, which amounted to about \$21 per capita. Thereupon, Saskatchewan, Manitoba and New Brunswick asked for re-negotiation of their agreements to bring them into line.



## Later Dominion Proposals

The Dominion then presented amended proposals, offering an alternative of:

- (1) \$12.75 per capita grant, plus 50 per cent. of the 1940 income and corporation tax collected in the province plus continuation of the statutory subsidies, paid by the Dominion to the provinces,
- or
- (2) \$15 per capita grant, plus continuation of the statutory subsidies.

The health insurance, social security and employment clauses were not included in these Dominion proposals.

## Final Agreement

In January, 1947, Saskatchewan concluded its taxation agreement with the Dominion. The \$15 per capita grant, plus continuation of the statutory subsidy formula, was chosen. Including both items, the total annual per capita grant will be approximately \$18.50. This guarantees the province a minimum annual payment of \$15,250,000 to be adjusted upward as the gross national production increases, or as the population of Saskatchewan increases. The 1947 payment will amount to about \$15,684,000. In return, the Dominion is to have exclusive use of the income, inheritance, and corporation tax fields.

By May, 1947, seven of the nine provinces had concluded similar agreements with the Dominion.

## Debt Reduction Agreement

An agreement concluded between the province and the Dominion in November, 1946, cut Saskatchewan's indebtedness of \$80,000,000 to the federal government to \$36,000,000, thus settling the ancient and contentious problem of Treasury Bills. At the same time payment by the Dominion of compensation in respect of the Natural Resources of Saskatchewan alienated from 1905 to 1930, was settled at \$8,000,000.

The question of compensation for Natural Resources had remained unsettled since 1935, when a report recommended a payment of \$5,000,000. Previous governments of Saskatchewan have taken the stand that this amount was insufficient. Now, in return for the cancellation of the Treasury Bills, Saskatchewan has agreed to withdraw all claims for compensation from the Dominion over and above \$5,000,000, plus interest; a sum now amounting to almost \$8,000,000.

The Treasury Bills were for the most part given by the province to the Dominion for advances made to Saskatchewan in the early 30's for direct relief payments and for agricultural relief payments. By the November agreement the direct relief debt to the Dominion was cut in half, and the unpaid interest on relief loans was cancelled, reducing indebtedness to the Dominion from \$80,000,000 to \$44,000,000. The reduced amount owing by the province to the Dominion for direct relief is \$30,650,000, repayable over the next 30 years and bearing no interest. Taking the \$8,000,000 Natural Resources compensation into consideration our net debt was reduced to \$36,000,000 or by about \$50 per capita.



# **SOCIAL WELFARE POLICY**

**Social responsibility for the health, comfort and welfare of all those who through misfortune, illness, age, or physical or mental disability are unable to care for themselves is the keynote of Saskatchewan's social welfare policy.**

**By adopting this principle the basic approach to problems of social welfare in the province has been fundamentally revised. One example of the new outlook is the government's relations with the more than 30,000 people for whom it assumes complete or partial responsibility for maintenance; they now receive their maintenance grants not as charity but as an expression of responsibility on the part of all the people of the province.**

**Another fundamental change was the establishment of a separate Social Welfare Department, and consolidation under the Department of all social welfare matters, including administration of provincial reformatory and punitive institutions.**

## **Government Responsibility**

The provincial government assumes responsibility, either completely or partially, for the maintenance of more than 30,000 people.

Of these, 15,000 are old age and blind pensioners, 8,000 are assisted through mothers' allowances, 3,300 receive assistance paid entirely by the social aid branch of the Department of Social Welfare, and another 3,000 persons are assisted equally by the municipalities and the government. Between 1,900 and 2,000 boys and girls are wards of the Department.

## **Social Welfare Board**

A social welfare board has been established to co-ordinate the work of the Department and advise the Minister on social welfare matters generally. It is comprised of the Deputy Minister of Social Welfare, the Director of Child Welfare, the Director of Social Aid, the Director of Old Age Pensions, the Director of Corrections, and a secretary.

## **Administrative Reform**

Extensive development of social welfare administration has taken place in the past two years.



The Social Welfare Department has assumed control of the Boys' Industrial School in Regina, and the Home for Infirm at Wolseley; a babies' shelter has been established in Regina, and a receiving home for children in North Battleford; an extensive operation is taking shape for Green Lake, northeast of Meadow Lake, to care for orphaned and needy children, with the buildings completed and almost ready for occupancy; a new girls' hostel has been operating in Regina to care for potentially delinquent girls who might otherwise have to be sent out of the province for care, and a new senior citizens' home is being built at Melfort. A home for infirm who are bedridden patients has been established in Regina.

All institutions for aged, blind or needy must be licensed by the Department of Social Welfare, which is responsible for maintenance of certain standards in connection with their operation.

The Department has also assumed administrative control of the province's reformatory and punitive institutions.

## Social Aid

In keeping with rising costs of living, a ten per cent. increase in social aid food and clothing schedules became effective November 1, 1947. An estimated 7,000 recipients of social aid will benefit from this boost, which will cost the provincial government \$100,000 more a year.

In another change in social aid administration, the province now assumes a 50 per cent. share of all expenses in connection with cost of maintenance or care in old folks' homes, homes for the infirm, and rest homes, instead of sharing 50 per cent. up to a maximum of \$35 per month per person, with municipalities bearing 100 per cent. of the cost above that figure, as was the case formerly.

The Lebrét Metis farm operation has been expanded and consolidated, and now supports about 75 Metis as well as providing an experimental basis for a long-range program for the rehabilitation of these people throughout the province.

A new venture in the same field is proving itself near Crescent Lake, south of Yorkton. A fractional quarter section of land was acquired by the social aid branch, lots laid out and a school built, to accommodate 24 pupils following a survey which indicated that 18 students might be expected. An enrolment of 37 indicates the response on the part of Metis living in the area, and it is anticipated that these seasonally-employed people will make good use of the whole project.

## Mothers' Allowances

Provision of mothers' allowances for divorced mothers, unmarried mothers, mothers on behalf of incapacitated fathers living in the home, and for incapacitated

widowers, has been made by changes in legislation. Changes in total allowable income have broadened the basis for such assistance.

All recipients of mothers' allowances are now covered by the provisions of The Health Services Act, 1946, which include for both the parent and the dependent children the following free services: medical and surgical care, hospitalization, nursing services, dental treatment, physiotherapy, drugs, medicines and appliances, and optical services.

## Child Welfare

The Child Welfare Act has been consolidated and rewritten in the light of advanced social studies.

Under its provisions the wardship of children is now vested in the Minister of Social Welfare, and all supervision of wards is done by qualified social workers; free advice and protection is provided for unmarried mothers, and maintenance by putative fathers is more clearly defined. Municipalities contribute to the maintenance costs of wards.

Establishment of an accounting agency in the child welfare branch has been responsible for clearing up more than \$100,000 in outstanding accounts. Accounting records have been set up for each child, and there has been an increase of over 300 per cent. in children's trust accounts.

## Old Age Pensions

Complete hospital and medical, and dental care, including necessary drugs, medicines, appliances and optical requirements, have been provided without charge for all pensioners, their spouses and dependent children.

All caveats have been removed from pensioners' property, and a "notice of granting of pension" filed with the Land Titles Office to protect the pensioner's interests. The first \$2,000 of a deceased pensioner's estate is exempted from claim by the pension authorities.

## Long-range Correctional Plans

Saskatchewan's long-range prison reform, crime prevention and juvenile delinquency program has been launched. The penal institutions have been transferred to the Department of Social Welfare. A full time Director of Corrections has been engaged. The Department is developing practical plans for overhauling the whole system of dealing with crime. In the projected program emphasis will be placed on prevention, reclamation, and rehabilitation.



## Alimony Changes

Two changes in provincial legislation now ensure payment of alimony to a wife: the garnishee exemption of married and single men ordered to pay alimony in a separation agreement has been removed, and it is now a criminal offense for a man to dispose of his property in an attempt to avoid compliance with an alimony order.

## Automobile Accident Insurance

More than 4,500 Saskatchewan residents have received compensation under The Automobile Accident Insurance Act since it went into effect March 6, 1946.

Giving the most complete coverage of any motor accident scheme in the world, the plan provides compensation to motorists, passengers or pedestrians injured in motor accidents, to the dependents of those killed, and to those whose motor vehicles are damaged in motor accidents. Victims of automobile accidents in Saskatchewan are compensated regardless of the factor of ordinary negligence.

The fund from which claims are paid was created through automatic collection of premiums when vehicle licenses and operators' certificates are issued. All operators are assessed \$1 annually, with rates higher for taxi chauffeurs and operators with bad driving records. Private passenger car owners pay \$4.50 or \$6, depending on wheel base length. The majority of farm truck owners pay \$5. Rates are graded up to \$195 for tank trucks. Premiums collected are maintained in a separate fund. Any surplus of premiums over losses and

expenses is held over in the fund to provide motorists with wider benefits or to adjust premium rates in future years.

Claims incurred to August 31, 1947, amounted to \$683,389.80, leaving an estimated reserve for adjustment of premiums or benefits of approximately \$850,000.

Insurance provided under the plan is:

1. **ACCIDENT** insurance against death or injury from motor vehicle accidents. Five types of benefits are payable under the accident section: Principal sum for the loss of life, principal sum for dismemberment, weekly indemnity for loss of income, funeral expenses, and out of pocket expenses.

2. **COLLISION** insurance for all licensed Saskatchewan motor vehicles, with a "deductible" of \$100 for private passenger cars and small trucks, and up to \$500 for other trucks and buses.

3. **PUBLIC LIABILITY** insurance provided to the extent of the amount payable to any person under the Accident provisions.

4. **PROPERTY DAMAGE** insurance provided to the extent of the amount payable over the "deductible."

This coverage provides protection which cannot be duplicated in any other plan. Over 85 per cent. of the dependents of people killed and the same percentage of those injured in auto accidents would not have received insurance benefits if the plan had been based on the ordinary types of liability insurance.

(The province-wide accident insurance plan is administered by the Saskatchewan Government Insurance Office, whose story is told on page 28.)





## **PROMOTING CO-OPERATION**

**Saskatchewan's co-operative movement has influenced much of the province's history. From the days before Saskatchewan was formed, co-operatives have demonstrated vigor and resourcefulness in solving many problems of group living, particularly in rural areas.**

**The co-operative movement has developed into a major force in the economic and social life of Saskatchewan. It has successfully entered diverse fields of enterprise and brought material savings, as well as a sense of co-operative self-help, to hundreds of thousands of members of co-operatives throughout Saskatchewan.**

**It is an expanding movement. The remarkable growth of both co-operative societies and credit unions during the past few years has demonstrated the continuing vigor of the co-operative idea.**

**The government, through establishment of the Department of Co-operation and Co-operative Development, and through expansion of services to co-operatives, has recognized the importance of the movement in the life of the people of Saskatchewan and looks towards the successful extension of co-operation as a working principle.**



## New Department Established

Before establishment of the Department of Co-operation and Co-operative Development, government services to Saskatchewan co-operatives were provided by a branch of the Department of Agriculture.

The new department has four main divisions: administration services, which handles incorporation of co-ops., and general administration and publicity for the Department; organization and inspection services, which provides an advisory inspection service, extension services for the guidance of co-operative projects, with special attention being given to co-operative farms, co-operative community centres, and women's groups, and special assistance and advice prior to incorporation of co-op. groups; research services, which conducts and publicizes general research relating to economic, business and social aspects of co-operatives; and trade services, which collects information regarding development of trade, and the marketing and purchase of commodities. A trade representative for the province in the United Kingdom has been appointed.

Each of these divisions endeavors to give efficient, useful services in promoting the co-operative idea in Saskatchewan.

## Growth of Co-operatives

With an increase of 205,553 individual members between 1943 and 1947, including those of the re-organized Saskatchewan Co-operative Creamery Association and 127 new co-operatives organized during the period, Saskatchewan's co-operative movement apart from credit unions now has 944 separate organizations established in the province, with those reporting having 1,989 places of business and a total membership of 447,220 reported for the 1946-47 fiscal year.

Saskatchewan co-operatives have total assets of \$61,824,041, public liabilities of \$21,949,073 and members' equity of \$39,874,968. Total business transacted by Saskatchewan co-operatives was \$170,084,350 in 1945-46, and \$216,256,927 in 1946-47.

In that fiscal year there were 36 co-operative marketing associations with 1,262 places of business and 274,569 members; a co-operative wholesaling and manufacturing association with 7 places of business and 512 member associations; 525 purchasing associations with 128,365 members; and 184 miscellaneous co-operative service and production organizations with 44,286 members.

Saskatchewan is overwhelmingly Canada's first co-operative province.

## Credit Unions

The number of credit unions in Saskatchewan has increased from 128 in 1943 to 189 in June, 1947.

Credit union membership has more than doubled during the same period, rising from 14,539 in 1943 to 32,412 in June, 1947. Total assets of credit unions have increased more than seven fold, rising from \$797,707 in 1943 to \$5,721,175 in 1947.

More than 11,900 loans amounting to a total of \$3,611,979 were made in the calendar year of 1946 compared with 6,491 loans totalling \$821,642 in 1943.

The cumulative total of loans made by Saskatchewan credit unions reached nearly \$12,000,000 in 1947.

## Aid to Co-operative Implements

Saskatchewan, Alberta and Manitoba shared equally in advancing \$250,000 to Canadian Co-operative Implements, formed in 1940 for the manufacture of farm implements.

Approximately \$1,000,000 has been raised by the co-op. from its membership of 50,000, of which 25,000 members are in Saskatchewan. Sleights, harrows, and smaller types of machinery are at present manufactured at the co-op.'s Elmwood plant in Winnipeg, and the co-op. distributes, under its own label, a full line of farm machinery manufactured by a large eastern Canadian manufacturer under a special agreement.

The Pools and other co-ops. throughout the west have also pledged support to Canadian Co-operative Implements.

## Matador Co-operative Farm

Closely watched as the largest single co-operative farming enterprise in Saskatchewan, the Matador veterans' co-operative is making good progress towards full scale operations.

Following representation to the government by twenty-four veterans in the spring of 1946 regarding the possibility of starting a co-operative farm, the government organized a school at which co-operative farming was thoroughly discussed. Seventeen of the veterans then moved to an 8,000 acre block of land in south-western Saskatchewan. The land had been chosen by the government and thoroughly inspected by the soils department of the University and by the provincial Agriculture Department.

At that time, the veterans had been unable to obtain grants under the Veterans' Land Act, and required assistance from the provincial government, which was given in the form of loans. The government also made equipment available, including tractors, trucks, and a jeep, as well as airport buildings, which the veterans moved to the site of the farm.

During the first year of operation, 2,700 acres of virgin soil were broken and 320 acres seeded to flax. A total of 4,500 acres of the total 8,000 acres have now



been broken. Four homes for married veterans and a dormitory for the single men have been constructed, and have been painted by the government's paint spray crew. A location for a dam has been found and the P.F.R.A. has undertaken its construction, which will provide enough water to irrigate between 100 and 160 acres.

In the spring of 1947, it was announced that the veteran co-operators would be eligible to receive Veteran Land Act grants, but the co-operators have not taken advantage of the grants, believing that the conditions involved would jeopardize the success of their venture.

The co-operators' first big crop, worth an estimated \$100,000, was almost totally destroyed by hail in August, 1947, just as it was ready for harvesting. Hail insurance of \$35,000 little more than paid for the cost of operations during the year. Members, although disappointed, are confident of the ultimate success of their co-operative farm.

## Carrot River Co-op. Development

Four veterans' co-operative farms will be established in the Carrot River Valley in the spring of 1948, if present plans mature. This development is to take place in the 200,000 acre land block set aside by the government in this northern area for veterans' settlement.

Following a conference on co-operative farming attended by 50 veterans in early spring of 1947, 40 of the veterans signified their desire to engage in co-operative farming.

Settlement will begin in the spring of 1948, when the 40 hope to have 3,000 acres of land ready for seeding. During 1947 clearing operations they were employed by the provincial government. Land for the farms will be allotted on the basis of 240-320 acres per man, with at least 100 acres per man cleared before co-operative operations commence.

## Other Co-operative Farms

There are 36 Production Co-operatives in Saskatchewan engaged in various degrees of co-operative farming.

Five of this number are co-operative farms proper, with labor, land and capital resources pooled; four are for the use of machinery; sixteen are grazing co-operatives; two are livestock breeding co-ops.; three are for sheep breeding; one for honey production, and four for fur production.

Co-operatives for the use of machinery have developed in recent years to overcome the high capital cost of machinery per cultivated area, inefficient use of labor, and lack of variety of equipment.

Of the five more complete co-operative farms, three conduct full scale operations on a co-operative basis, and two are more specialized farm enterprises.

## Government Loan Guarantees

The Co-operative Guarantee Act enables the government to guarantee a portion of certain loans made by the Saskatchewan Co-operative Credit Society to credit unions and other co-operatives if guarantees are requested by the Society. This policy is designed to be of further assistance to co-operative development.

## Horse Co-operative Association

Established by the Horse Co-operative Marketing Association for the purpose of utilizing Saskatchewan's uneconomic surplus of horses grazing on valuable cattle lands, mostly in southwestern Saskatchewan, the horse processing plant at Swift Current has been an outstanding example of successful co-operative enterprise. The Association also operates a plant at Edmonton.

To aid the Association in its early plans, the provincial government backed the venture financially, and aided the Co-operative by arranging contracts with various European governments for the product of the factory. Approximately 420 men and women are employed in the two plants.

## Hudson Bay Route and Port Churchill

Encouraging greater use of Port Churchill for shipping grain to the United Kingdom, the provincial government is actively studying the Hudson Bay route in relation to prairie economy. Savings on both imports and exports, particularly from preferential freight rate areas, can be made by use of this route.

Co-operatives Minister L. F. McIntosh, in April, 1946, headed a delegation to the United Kingdom to arrange two-way trade agreements between Saskatchewan and the British co-operative societies. As a result, nine British ships sent to Churchill loaded approximately 3,000,000 bushels of wheat with a saving in freight of four cents a bushel. First commercial vessels to enter Hudson Bay since 1939, their experience proved the route safe and efficient.

A special Saskatchewan holiday excursion to Churchill was sponsored by the provincial government in August, 1947. More than 240 persons made the 5-day round trip, purpose of which was to publicize the Hudson Bay Route.

## Overseas Trade Office

The government has established an office in London, headed by a trade official, to represent the interests of the province in connection with general trade matters, but particularly in connection with the use of the Hudson Bay route for two-way trade between Saskatchewan and Europe. Mr. Graham Spry is Saskatchewan's representative abroad with the status of Agent General.



# NEW DEAL FOR LABOR

The partnership of farmer and worker is developing a firm foundation for Saskatchewan's economic life.

Labor matters are a provincial responsibility. Provincial governments may enact labor legislation under which the general relationship of workers to management is defined. Provincial governments determine minimum wage and workmen's compensation policies, and set standards of working conditions and maximum hours of work. They must also demonstrate in practice their approach to labor matters, for they are themselves large-scale employers.

Provincial governments may, if they so choose, be guardians of labor's rights and positive agents in obtaining for the working man and woman an equitable share of the wealth they help produce.

## Department of Labor Established

In the fall of 1944 a separate Department of Labor was set up to administer labor legislation which had previously been administered by a branch of another government Department. Since its establishment, the activities of the Department have rapidly expanded.

## The Trade Union Act

The Trade Union Act, passed in 1944, came into force on January 23, 1945. In the first two years of its operation, trade union membership in the province increased about 66 per cent., from approximately 15,000 to 25,000.

The Act guarantees employees the right to organize in trade unions of their own choosing, and to bar-

gain collectively with their employers through these trade unions.

It has established speedy procedure for the certification of any trade union which represents a majority of employees in a plant. It makes provision for union security. Maintenance of membership and the voluntary check-off, if they are requested by a certified union, are made binding on the employer. The Act defines unfair labor practices which are punishable by law. These include interference by an employer in the formation or administration of a labor organization; failure by an employer to bargain collectively with a certified trade union; intimidation on the part of an employer or an employee to discourage or encourage membership or activity, or intervention in any way in the free choice by employees of the union which shall represent them.



## The Labor Relations Board

The Trade Union Act is administered by a Labor Relations Board, composed of seven members—a chairman from the Department of Labor, two representatives of employers, two representatives of organized employees, two representatives of the general public. The Board has power to certify a trade union as the bargaining agent for employees, and may, if necessary, conduct a vote by secret ballot to decide whether a union has the support of a majority of the employees. The Board may also order any person to refrain from engaging in any unfair labor practice, and order remedial action. It may order the disestablishment of company unions, and reinstatement with back pay of any employee discharged for union activity.

Up to November 30, 1947, approximately 350 trade unions had been certified as bargaining agents for approximately 13,000 employees.

Orders requiring employers to refrain from unfair labor practices or from violations of the Act were made in nine cases.

Reinstatement of an employee with payment for monetary loss was ordered in 18 cases.

## Conciliation Service

An active conciliation service is carried on by the Department, either informally through conciliation officers, or formally through the establishment of boards of conciliation, or by reference of disputes to the Labor Relations Board for arbitration.

## Increased Compensation Benefits

Compensation benefits for all employees in the province have been increased to a full 75 per cent. of earnings, by an amendment to The Workmen's Compensation (Accident Fund) Act, in 1945. These benefits are higher than those paid in any other province in Canada. Previously, compensation payments had been set at 66 2/3% of earnings, and since no benefits were paid for the first three days of an injury, payments had often worked out to be actually less than 50% of earnings. It is now provided that a worker who is disabled for more than three days receives compensation from the date of accident.

Other improvements also have resulted in greater justice to a disabled worker. Compensation, previously based on a worker's average weekly earnings in the previous year, must now be figured on his actual weekly earnings at the time of the accident, if these are higher. The minimum compensation payable for

total disability has been raised from \$12.50 to \$15.00 per week. The maximum earnings on which compensation is calculated have been raised from \$2,000 to \$2,500 per year. The Schedule of Industrial Diseases has been completely revised so that compensation is now payable in Saskatchewan for a greater range of industrial diseases than in any other province in Canada. Provisions relating to compensation for hernia have been made more favorable to the worker. Six of the largest Railway Unions, including the running trades, elected to remain under The Workmen's Compensation Act (old act). Improvements have been made for the benefit of those employees.

## Health Safeguards for Workers

An industrial hygiene division has been added to the Department of Public Health to study industrial hazards by scientific methods. It operates a laboratory of industrial hygiene, advises management, labor and government agencies as to the best methods of controlling hazards, and ensures that effective control measures are applied. The first full-time factory inspector for the province was appointed by the Department of Labor in November, 1946.

## Minimum Wage Regulations

Minimum wage rates, applying uniformly to both sexes, are now the highest in Canada and now apply to all points of over 500 population. Previously The Minimum Wage Act applied only to cities and a few of the larger towns. They were as low as \$8.00 per week for one group of employees, and in no case were higher than \$14.00 per week. Now, minimum wage rates are set at \$18.50 per week in the cities and larger towns and at \$16.00 per week in smaller towns and villages. Time and a half is payable for overtime. Split shifts and staggered hours are regulated.

## Protection of Women and Children

The minimum age for employment in factories, mines, hotels and restaurants and places of amusement is now 16. This protects minors from undesirable types of employment and labor from the low-wage competition of children.

Another Minimum Wage Order provides that no woman employed in any hotel or restaurant shall be required to arrive at work or to leave between the hours of 12.30 a.m. and 5.00 a.m.



## Annual and Statutory Holidays

Saskatchewan is the first and only Canadian province to provide by law for two weeks holidays with pay for its wage earners. The Annual Holidays Act, passed in 1944 but held up by Federal wartime legislation, went into effect July 1, 1946. The new Act reaches a large group previously receiving no holidays, or only one week, and applies to all employees except farm laborers.

Workers in Saskatchewan also now receive pay at their regular rates if they do not work on eight specified statutory holidays. If they work on such holidays they must receive time and one-half in addition to their regular rates.

## The 44-hour Week

A 44-hour week with a basic eight hour day applying to all employees within a five-mile radius of any city, and to employees in stores and offices in all areas governed by The Minimum Wage Act and to employees in factories throughout the province, became effective July 1, 1947.

Under the new provisions any time worked over eight hours in any one day or over 44 hours in any week must be paid at the rate of time and a half, except where a majority of employees in any groups agree to a five-day week, in which case a nine hour day, with a maximum 44-hour week, may be worked.

Where present hours of work exceed 44 hours a week, the employer may not reduce the previously established rate of wages of employees paid by the week or month for at least one year following the time that new provisions come into effect. Hourly and piece-work rates must be increased in the same proportion as the

hours are reduced. Provision is made, subject to careful control, whereby hours can be averaged in certain seasonal and other industries.

Agricultural workers, domestics, caretakers, and several other groups are exempted.

## Apprenticeship Regulations

Wages of apprentices, their hours of work, school training and examinations are governed by The Apprenticeship Act, which was brought into force in the fall of 1944. The number of trades covered by the Act has been increased, and now includes: blacksmith, bricklayer, carpenter, electrician, mason, plumber, printer, steamfitter, painter and decorator, plasterer, sheet metal worker, motor mechanic, welder, barber and beautician. The number of recognized apprentices in the province is now 455.

Schools are now operated for apprentices to supplement the practical training they receive on the job with instruction in theoretical aspects of their trades. This Dominion-Provincial apprenticeship scheme provides subsistence allowances of \$12.00 weekly to single men at home, \$15.00 weekly to single men away from home, and \$18.00 weekly to heads of households.

A system has been established for the examination of and the issue of qualification certificates to journeymen in skilled trades. This means that employers can be assured that an applicant for a job who possesses a certificate of qualification actually has the skill and training which he claims to have; tradesmen are protected from unfair competition of unqualified men; and the public may be confident that work performed is well done.

# HIGHWAYS AND BUILDINGS

## Highway Construction and Reconstruction

Saskatchewan, with 38 per cent. of Canadian roads and highways and only 7 per cent. of Canada's population, faces a difficult task in improving highway standards.

Nevertheless, during the past three years considerable headway has been made towards building up the highway system which had deteriorated badly.

Since 1944 the following has been achieved:

- 232 miles of bituminous pavement constructed.
- 710 miles of new grade constructed.
- 1,680 miles of worn out gravel surface regavelled.
- 1,810 miles of earth road gravel-surfaced.
- 950 miles of worn out grade reconstructed.
- 242 new timber bridges constructed.
- 22 new concrete bridges constructed.

The hard surfacing program during the past two years (62 miles in 1946 and 170 miles in 1947) nearly tripled the existing hard surfaced roads in the province, which were 132.5 miles prior to 1946.

## Expenditure on Highways

Expenditure on highways by the Province during the past few years has been as follows:

1943-44	\$2,852,000
1944-45	\$3,294,700
1945-46	\$3,908,300
1946-47	\$6,312,800
1947-48	\$6,944,000 (Highways Vote)

A special fund of \$250,000 should be added to the 1947-48 figure. It will be paid out in equalization grants to rural municipalities for assistance in improvement of market roads.

## New Equipment Acquired

Highway construction and maintenance requires a wide variety of heavy and expensive road machinery. Before large-scale operations in road construction and maintenance could begin, Saskatchewan's depleted machinery stock had to be built up.

Since 1944 the number of motor patrols owned by the Highways Department has increased from 64 to 121, power scrapers from 4 to 44, tractors from 16 to 51, trucks from 33 to 109, power mowers from 8 to 25, "V" type snow plows from 37 to 68, rotary snow plows

from 2 to 6, tractor blade graders from 15 to 20, asphalt distributors from 2 to 8, rollers from none to 9, drag-lines from none to 5, and heavy trailers for moving equipment from none to 5.

## Prince Albert - Lac la Ronge Highway

The Prince Albert-Lac la Ronge highway, a 175-mile northern development road, will be one of two main arteries bringing fish, furs and minerals from the north to southern distributing centres. Prior to 1944, 45.5 miles of grading had been completed, and of this mileage, 28 miles were gravelled. Since then the balance of 129.5 miles of subgrade has been completed. In 1946, 28 miles of the road were re-gravelled, and 22 miles of new gravel were laid. The balance of this road was gravelled as part of the 1947 highway program.

## Nipawin - Flin Flon Highway

The Nipawin-Flin Flon highway, a northern development road, 170 miles in length, designed to give Flin Flon its first highway contact with the south, is a \$1,000,000 highway project of the government. When completed it will form an extension of No. 35 highway, which will then run from the International boundary through Weyburn, Wadena, Tisdale, Nipawin and Denare Beach to Flin Flon. Since construction on this road began in the spring of 1946, 50 miles have been completed.

## Extension of the Engineering Building

An engineering building extension at the University, built to provide classrooms and laboratory facilities, has been completed by the government at an approximate cost of \$282,000.

## Medical College and University Hospital

The provincial government plans to build a 575-bed, \$7,000,000 University hospital and a new medical college, in connection with the University at Saskatoon. The foundation for the medical college has been completed and work is progressing on the balance of the construction. This development will enable medical students to complete graduate and post-graduate work in Saskatchewan.





## **Government Buildings at Moose Jaw, Prince Albert and Swift Current**

A building has been purchased at Moose Jaw by the government and reconverted to house offices of the regional health centre; the Social Welfare Department, and the larger school unit.

Construction of a three-storey building at Prince Albert, to house offices of the Natural Resources Department, certain crown corporations, the local health centre, and the Liquor Board store, began in July, 1946.

A Swift Current building has been purchased and reconverted by the government to house offices of the regional health centre, and the Liquor Board store.

## **Bus Depots**

Operation by the government of the province's bus transportation system has made necessary a system of depots and garages. A large building was purchased in Regina and converted into a depot. In Saskatoon, a new building has been constructed.

## **Additions to Fort San**

At a total cost of \$250,000, the Department of Public Works has completed a new ward building, a staff house, a garage, extended and redecorated the administrative building, and remodelled pavilion No. 1 at the Provincial Tuberculosis Sanatorium at Fort San. The new ward building, four stories in height, accommodates 30 children and 50 adults.

## **Saskatchewan Hospital, Weyburn**

The Department of Public Works has leased 30 buildings at the Weyburn R.C.A.F. airport from the Dominion government to provide temporary quarters and to relieve crowded conditions in the main building of the Saskatchewan Hospital, Weyburn. The reconverted buildings are a self-contained unit, consisting of staff houses, educational and recreational facilities. Approximately 400 patients are accommodated in the new buildings. A six-mile water pipe line has been constructed to supply both the mental hospital and the city of Weyburn, a sewer line repaired by replacing 13,000 feet of the line, and a filtration plant constructed.

# **BOOKS FOR EVERYONE**

## **Provincial Government Libraries**

Better library services have been made available to the Saskatchewan reading public through the work of the Department of Libraries, which came into being in the fall of 1944. One of the first steps of the new Department was the co-ordination of the libraries under the administration of the Legislative Librarian. An archives division was added to the Legislative Library following the setting up of an archives board.

A Library Advisory Council, responsible to the Minister of Education, was set up in December, 1945, to advise the government on development and extension of library facilities.

## **Public Information Library**

The Public Information Library, located in the Legislative Building, Regina, is a mail-order, non-fiction service to rural areas. Formerly the Open Shelf Library, it was renamed in 1944, when a vigorous policy of modernizing the library was undertaken. Approximately 12,300 new books have been added to the library during

the past two years. Worn, out-of-date books were discarded and new, attractive ones added. Reference and pamphlet services were initiated, and a new section of books for children was added.

At present there are over 12,000 books in this library on subjects of wide interest, from agriculture, business and home economics, to psychology, law and religion. Books are sent post-paid, may be kept for 30 days and returned postage free. The government has trebled the amount of money made available for this library, and eliminated the former 50c annual membership fee. Mainly as a result of this, membership in the library increased from 17,200 in July, 1944, to 19,513 in December, 1946—an increase of 2,313, many of the new members being school children; and the number of books borrowed increased from 20,964 in 1943 to 28,596 in 1946.

## **School Libraries**

The school library division of the Department of Education was created in 1946. The school library supervisor has visited many larger units to study library requirements and help with the setting up of central



borrowing and circulating libraries. Classes in library science were conducted at the University of Saskatchewan summer school and at the special 1947 winter session. New recreation reading lists of some 100 books for Grades I to VIII have been prepared as an aid to school libraries in ordering books from the Saskatchewan Book Bureau, and a reading list for high school grades is being prepared.

## Travelling Libraries

Another rural service, Travelling Libraries, has also made remarkable growth. It provides recreational reading at present for about 1,000 outlying communities. Boxes of about 50 books each are sent out free of charge, freight prepaid, to districts requesting the service, and remain in each district about a year. Following the government's program of northern development, travelling libraries now reach trappers, lumbermen, fishermen, employees of fish plants in the north and other northern residents.

The service has added a total of 23,305 new books to its shelves in the past year.

## Regional Libraries

A Regional Library Act, recommended by the Library Advisory Council, was passed in 1946 to benefit people living in small communities and rural areas. Permissive legislation whereby groups of municipalities may set up libraries to serve their districts, the act provides for financial assistance by the provincial government toward initial book stocks and maintenance. It is visualized that 10 or 12 library regions are required in the province, each providing service through branch libraries. A province-wide survey of existing public library services and a campaign to explain operation of regional libraries are being conducted.

## Grants for Rural Library Service Extended

To encourage establishment of public libraries where none now exist, The Public Libraries Act was amended in 1946 to authorize any person or association to provide public library service in such an area. Such persons or groups are eligible for the provincial government grant for books at the rate of one dollar for every dollar spent by them. Formerly the Act applied only to town libraries. Many rural groups have made inquiries, and are organizing to serve their communities.

## Library Scholarships

In 1946, the Library Advisory Council established three annual scholarships of \$600 each for training in any accredited library school. Holders of the scholarships must pledge themselves to engage in library work in the province for two years at the completion of their course. These scholarships, made available by the Department of Education, are the first of their kind to be awarded by any government in Canada or in the United States.

## Saskatchewan Archives Board

Saskatchewan is the first of the three prairie provinces to provide an organization to preserve documents of historical importance in the province.

A Saskatchewan Archives Board was created in 1945 to supervise archives administration. Consisting of the Legislative Librarian, two members appointed by the government, two appointed by the University, and the Provincial Archivist as secretary, the new Archives Office was established at the University of Saskatchewan, and a Provincial Archivist and two executive assistants appointed. At the Archives Office, and in the Legislative Library, repositories for the preservation of non-current public documents have been set up. Procedure for the disposal of old records of government departments have been set forth so that no document of historical value is lost.

# OTHER IMPORTANT ITEMS OF GOVERNMENT ACTIVITY

## Bill of Rights

Re-affirming fundamental freedoms and rights to all, and prohibiting discrimination on racial and religious grounds, The Saskatchewan Bill of Rights, 1947, is the first of its kind passed by a Canadian legislature.

It guarantees to all the right to freedom of conscience, belief and religious association; to freedom of speech and association; and to freedom from arbitrary imprisonment. It guarantees freedom to all qualified voters to vote; and to require that no legislative assembly shall continue for more than five years.

It provides that no person shall be discriminated against on the grounds of race, creed, religion, color, or ethnic or national origin, with respect to employment; to the carrying on of any business or occupation; to the owning, renting, leasing or occupying of property; to the right of access to public places; or to membership in professional, labor or other occupational organizations; or with respect to education.

Only exceptions to these provisions are in the cases of educational institutions where a particular creed or religion is or may be taught, and in cases of domestic service or employment involving a personal relationship.

The bill prohibits publication or display of anything tending to cause racial or religious discrimination.

Penalties in the bill provide for fines ranging from \$25 to \$200.

## Voting Rights Extended

The franchise in Saskatchewan city and town elections has been extended from 21 to 18 years.

A further extension resulted when tenants were granted a vote in municipal elections. Provision for appointment of enumerators to compile the election lists has assured a more accurate tabulation of voters. Formerly voters' lists were made up from municipal records.

## Appointment of K.C.'s

A 1945 amendment to the King's Counsel Act has the effect of taking appointment of King's Counsel out of politics.

As a condition of their appointment in future, qualifications of King's Counsel must be approved by a committee composed of the Attorney General, the Chief Justice of Saskatchewan and the Chief Justice of the King's Bench, and two benchers appointed by the Law Society of Saskatchewan.

## Rights of Civil Servants

To implement government policy of ensuring civil servants the same political rights as those enjoyed by others, the Legislature passed at the 1947 session, a new Public Service Act, which gives civil servants the right to engage in political activity during their off-duty hours, with the proviso that a civil servant may not participate to such an extent that his efficiency as a government employee is impaired. Civil servants desirous of running for public office must be given up to thirty days leave of absence for campaign purposes. Prior to the new act civil servants could not, under the law, take part in partisan elections or contribute to campaign funds.

A new classification system, which describes and classifies various positions in the public service in a uniform manner, has been introduced, and a new pay plan has been based on this classification in order to eliminate past inequalities in pay for similar jobs.

The Public Service Commission, which is the government's personnel office, has introduced competitive entrance examinations and will institute in-service training programs to increase the efficiency of government employees.

## Merit System Introduced

Most important feature of the new Public Service Act is provision for a three-man commission responsible to the public generally and ensuring that appointments to the Saskatchewan public service are made on the basis of merit.

Two types of examinations are used in selection, formal and unassembled. In the first the applicant must pass a formal examination and be further qualified academically and through related experience. The second applies to positions that do not lend themselves to formal examination, and selection from among the applicants is made by a panel of three or more persons.

Institution of the merit system provides every possible guarantee that the best qualified and most suited persons are appointed.

## Employee Relations

In 1945 the Saskatchewan government signed collective bargaining agreements with the United Civil Servants of Canada (C.C.L.), representing employees in the mental hospitals, and with the Saskatchewan Civil Service Association (T.L.C.), representing the balance of the public service. First such agreements signed by



any senior government in Canada, they provide for equal pay for equal work, seniority recognition, position and union security, annual holidays with pay, cumulative sick leave, veteran preference, and other mutually beneficial measures.

These provisions are also included in a new agreement with the United Telephone Workers of Canada covering employees in Saskatchewan Government Telephones.

Collective bargaining agreements have been signed with certified trade unions in all government crown corporations.

## **Main Features of Agreements With Government Employees**

All agreements with government employees in crown corporations provide for union security, including check-off. All contain standard seniority procedures. In some agreements all vacancies are posted and employees are given an opportunity to apply for the position on the basis of seniority and merit. In some, provisions have been introduced that employees moving from one crown corporation to another may transfer their accumulated sick leave and superannuation benefits, and seniority rights, when both unions concerned agree.

Most agreements provide for regular consultation with the union on general problems, for labor management committees and for safety committees.

Wage rates established in government agreements are in most cases equal to or better than the Canadian average wage rates in comparable industries. All provide time and a half for overtime. They guarantee equal pay for equal work regardless of sex. Provision is made in all cases for annual holidays with pay, and pay for statutory holidays.

All agreements provide, as well, for the payment of extensive sickness benefits to employees, and most for the supplementing of Workmen's Compensation Board payments to bring benefits up to 90% and sometimes up to 100% of earnings.

## **Economic Advisory and Planning Board**

The Economic Advisory and Planning Board is the over-all planning agency of the government.

Established in January, 1945, to replace the Economic Advisory Committee which did valuable economic research and advisory work in 1945 and 1946, the new Planning Board formulates long-term plans for industrial development, advises the government on economic, social, industrial, and commercial matters, and co-ordinates economic study, research and planning of government departments.

Personnel of the Advisory and Planning Board consists of four cabinet ministers, two economists as chairman and secretary, and legal counsel. A staff of research economists is employed.

## **Citizens' Rehabilitation Committees**

Citizens' rehabilitation committees, consisting of interested community citizens, have been established throughout the province to study veterans' rehabilitation problems. Six field men are employed by the government in the interests of veterans' rehabilitation.

## **Job and Business Opportunity Surveys**

The rehabilitation division of the Reconstruction Department, co-operating with local rehabilitation committees and veterans' organizations, conducts job and business surveys to place veterans in contact with possible employers or with persons having businesses for sale.

Since surveys began in 1945, special attention has been given to employment opportunities for disabled veterans, and to date 324 openings have been listed by employers.

In the regular job surveys conducted twice annually, 9,138 straight employment, 1,133 training-on-the-job, and 57 apprenticeship openings have been reported since the surveys started. Names and addresses of employers reporting are forwarded within 24 hours to National Employment Service, Canadian Vocational Training, and Department of Veterans' Affairs offices and to rehabilitation committees in the areas concerned. Majority of openings are reported by employers anywhere from one to three months before vacancies occur.

Weekly general statements are mailed to all branches of veterans' organizations, to rehabilitation committees or to local contact men.

A total of 460 veterans in the past three years have taken advantage of information on business opportunities reported in a separate business survey, going into business for themselves with capital investment required ranging from \$2,000 to \$10,000.

## **Land Settlement for Veterans**

To give all veterans an equal opportunity to compete for Crown lands for farms, no Crown lands in Saskatchewan were opened for veteran settlement applications until February, 1946. However, since that time the Reconstruction Department's rehabilitation division has seen over 1,250 veterans settled on Crown lands under farming leases. More than 900 of these veterans have in addition qualified for and received a total of about \$2,000,000 in grants under the provisions of the federal Veterans' Land Act.

Crown lands are appraised through the co-operation of the lands branch of the provincial Department of Agriculture, and lands found suitable and available as farm units for veterans are listed periodically. Veterans' applications are studied by special boards and the land is allocated according to military service, district residence, family and previous farming qualifications. Leases are on a 33-year basis with the option of purchase at the end of 10 years, and rentals range from one-eighth to one-sixth of crop.

## Spray Painting Program

Inauguration by the government of a five-year spray painting program will promote veterans' training and paint public buildings and some of the 80,000 Saskatchewan farm units requiring the service. During the experimental stage one outfit painted buildings at Weyburn, Moose Jaw, North Battleford, and Swift Current, the Prince Albert wild life exhibit building, and buildings at the Matador Co-operative Farm. Six government mobile power spray units took to the roads last summer.

## Disabled Veterans' Workshop

A sum of \$12,000 was included in the 1947 estimates of the Department of Reconstruction and Rehabilitation for the "sheltered workshop" established at the old airport south of Moose Jaw to employ skilled and train semi-skilled handicapped persons.

The workshop set up following negotiations between the government and the Handicapped Civilians' Association of Saskatchewan is the first effort ever made in Saskatchewan specifically to provide employment for this worthy type of citizen, as distinct from veterans' workshops established in the 30's to relieve stress of depression.

Maximum capacity of the Moose Jaw workshop is 20 persons. Men employed make wood articles: drop-leaf tables, ironing boards, kitchen cupboards, bedroom furniture, and toys, while women sew garments, using almost exclusively cloth from the government woollen mill. At the present time all output of the plant is being marketed through regular retail channels.

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Saskatchewan's Air Ambulance Service Answers Another Mercy Call ◀

